

# Vanuatu Education Support Program (VESP) Phase II

## Investment Design Document

The Department of Foreign Affairs and Trade (DFAT) design for VESP Phase II occurred between January and April 2018. The design team included representatives from DFAT, Vanuatu Ministry of Education and Training (MoET) and a team of independent contracted specialists.

The views expressed in this document are those of the design team and do not necessarily reflect the views of the Australian Government or DFAT.

This document remains the property of DFAT. It is not permissible to copy or use any of the material in this document without the expressed permission of DFAT. Further information is available from [alison.george@dfat.gov.au](mailto:alison.george@dfat.gov.au).

[www.dfat.gov.au](http://www.dfat.gov.au)

© DFAT 2018

# CONTENTS

---

<b>ABBREVIATIONS</b>	<b>3</b>
----------------------	----------

---

<b>1. EXECUTIVE SUMMARY</b>	<b>4</b>
-----------------------------	----------

---

<b>2. PROGRAM BACKGROUND</b>	<b>5</b>
------------------------------	----------

---

<b>3. RATIONALE FOR AUSTRALIAN INVESTMENT</b>	<b>6</b>
---	----------

---

<b>4. ANALYSIS AND STRATEGIC CONTEXT</b>	<b>7</b>
Economic & Social Context	7
Education Context	8
Social Inclusion Context	10

---

<b>5. INVESTMENT DESCRIPTION</b>	<b>11</b>
Program logic	12
Options for scaling up during VESP Phase II	24
Cross-Cutting Issues	24
Links with other Australian aid programs	25
Program Duration and Budget	26

---

<b>6. IMPLEMENTATION ARRANGEMENTS</b>	<b>26</b>
Delivery Approach	26
Management & Governance	27
Resourcing and Recruitment	28
Monitoring, Evaluation and Learning	28
Reporting and Communications	29
Value for Money	30
Risk Management & Safeguards	30

---

<b>7. ANNEXES &amp; ATTACHMENTS</b>	<b>31</b>
Annex 1: Lessons Learned	33
Annex 2: Education Context - Detailed	35
Annex 3: Program Logic	42
Annex 4: Cross-Cutting Issues	46
Annex 5: Changes VESP Phase I to VESP Phase II	51
Annex 6: Procurement Arrangements and Transition	52
Annex 7: Terms of Reference for Specified Personnel	53

Annex 8: Not Used	56
Annex 9: Monitoring, Evaluation and Learning (MEL)	57
Annex 10: Value for Money	61
Annex 11: Risk Matrix	63
Annex 12: Safeguards	65
Annex 13: List of relevant documents and links	67
<b>Attachment A: Investment Design: Australia Awards in Vanuatu</b>	
<b>Attachment B: NOT USED</b>	
<b>Attachment C: NOT USED</b>	
<b>Attachment D: VESP I Monitoring and Evaluation Plan</b>	

## ABBREVIATIONS

AHC	Australian High Commission	NZ	New Zealand
A\$	Australian Dollar	OBA	Output-Based Aid
CDU	Curriculum Development Unit	OGCIO	Office of Government Chief Information Officer
CLICC	Computer Lab and Internet Community Center	OOSC	Out-Of-School-Children
DFA	Direct Funding Arrangement	OV	Open VEMIS
DFAT	Department of Foreign Affairs and Trade	PEO	Provincial Education Officer
DRR	Disaster Risk Reduction	PMO	Provincial Maintenance Officer
EAU	Examinations and Assessment Unit	PPU	Policy and Planning Unit
ECCE	Early Childhood Care and Education	PT	Provincial Trainer
EoPOs	End-of-Program Outcomes	SBMU	School-Based Management Unit
GfG	Governance for Growth program	SICU	School Inspection and Compliance Unit
GoA	Government of Australia	SIOs	School Improvement Officers
GoV	Government of Vanuatu	SIP	School Improvement Plan
ICT	Information and Communication Technology	STA	Short Term Adviser
ISU	In-Service Unit (VITE)	TA	Technical Assistance
IT	Information Technology	TFS	Tablets for Students
JPA	Joint Partnership Arrangement	TSC	Teaching Service Commission
K	Kindergarten	ToR	Terms of Reference
KPI	Key Performance Indicator	TRR	Telecommunication & Radiocommunications Regulator
LTA	Long Term Adviser	VANEGRA	Vanuatu Early Grade Reading Assessment
M&E	Monitoring and Evaluation	VANSTA	Vanuatu Standardised Test of Achievement
MC	Managing Contractor	VEMIS	Vanuatu Education Management Information System
MFAT	Ministry of Foreign Affairs and Trade (NZ Aid)	VERM	Vanuatu Education Road Map
MFEM	Ministry of Finance and Economic Management	VESP	Vanuatu Education Support Program
MoET	Ministry of Education and Training	VETSS	Vanuatu Education and Training Sector Strategy
MQS	Minimum Quality Standards (for primary schools)	VITE	Vanuatu Institute of Teacher Education
NER	Net Enrolment Rate	VQA	Vanuatu Qualifications Authority
NSDP	National Sustainable Development Plan	VUV	Vanuatu Vatu
NSIDP	National School Infrastructure Development Plan		

# 1. EXECUTIVE SUMMARY

The Vanuatu Education Support Program (VESP) Phase II is a five year program funded by the Australian Government's aid program and implemented in cooperation with the Government of Vanuatu. This phase will build on the achievements and results of VESP Phase I, continuing to provide support for improving education outcomes through a focus on access, quality and management. Phase II will be aligned with Ministry of Education and Training (MoET) priorities (as articulated in the interim Vanuatu Education and Training Sector Strategy (VETSS) 2017-18) and will provide targeted support to MoET's Corporate Plan (2018-20).

Australia Awards in Vanuatu will be delivered under the same contract as VESP Phase II. The design for the program is included at Attachment A. It is expected that there will be management efficiencies and links between the two programs, including some shared operational costs and the potential for Australia Awards (long-term and short courses) to support teacher training (eg. a quota for high priority needs in the sector, such as maths and science teachers; inclusive education training for school principals and teachers).

The **end-of program outcomes (EOPOs)** for VESP Phase II are:

1. More children (girls and boys, including those with disabilities) are enrolled and attend the right year of primary school at the right age.
2. School principals, teachers, parents and communities collaborate to enable students to achieve improved literacy and numeracy outcomes (measured at Year 4 and Year 6).
3. MoET effectively plans, trials/implements and learns from devolution efforts and uses evidence to inform decisions.

These EOPOs are a continuation of the EOPOs under VESP Phase I and link directly to the three priority areas of access, quality and management identified in the MoET Corporate Plan (2018-20). Specific to each of the three EOPOs, the following **intermediate outcomes (IOs)** will be achieved:

**EOPO 1 (Access):** More children (girls and boys, including those with disabilities) are enrolled and attend the right year of primary school at the right age.

- **IO 1.1:** MoET staff and Provincial education officers ensure schools are resourced to increase access to schooling for out-of-school children, including those with disabilities.
- **IO 1.2:** School principals, teachers, parents and communities collaborate for higher enrolment and commencement at primary school at the right age, including children with disabilities.
- **IO 1.3:** School principals, teachers, parents and communities collaborate for better student retention and progression, including children with disabilities.

**EOPO 2 (Quality):** School principals, teachers, parents and communities collaborate to enable students to achieve improved literacy and numeracy outcomes (measured at Year 4 and Year 6).

- **IO 2.1:** Teachers are supported by school principals and provincial education officers to improve classroom learning.
- **IO 2.2:** Teachers are motivated to use skills and resources to support improved classroom learning, including for children with disabilities.
- **IO 2.3:** Parents engage in children's learning, with the school and at home.

**EOPO 3 (Management):** MoET effectively plans, trials, implements and learns from devolution efforts, and uses evidence to inform affordable policy and budget decisions.

- **IO 3.1:** School principals implement effective school-based management.
- **IO 3.2:** Provincial education officers communicate and share learning and evidence with schools, communities and MoET staff.
- **IO 3.3:** MoET staff at national and provincial levels use learning and evidence to inform education policy implementation, budget and financing, planning and management.

VESP Phase II will provide critical support for MoET's education reform agenda and consolidation of key gains achieved to date through partnership between MoET and DFAT. Phase I and previous investments in education supported the foundations for a devolved and strengthened education system. Phase II will focus on embedding these reforms, supporting improved implementation of key policies and strategies at the provincial and school

levels, and ensuring MoET has capacity at the national and provincial level to continue to support sustainable learning outcomes for ni-Vanuatu children through quality education service delivery. The program will achieve this by providing targeted support for improving access, quality and management, with a strengthened focus on community engagement, communications, social inclusion and localisation / sustainability. VESP Phase II will broaden the focus of investment from Kindergarten (K) to Year 3 to cover Years K-8 (basic education), with a view to further expansion to include Years 9-10 in future phases of investment.

Total funding for VESP Phase II and Australia Awards in Vanuatu will be approximately A\$25.5 million over the first three years – approximately A\$19.5 million for VESP Phase II and approximately A\$6 million for Australia Awards in Vanuatu. The program will also include options to scale-up significantly if additional funds are committed by other donors, and/or for disaster response efforts. The two programs will be managed by a single Managing Contractor. Approximately A\$5.1 million of the Australia Awards budget will be provided directly to universities and a portion of VESP Phase II will be allocated to a Direct Funding Agreement (DFA) with MoET for School Grants (K and Years 7-10) and to a Strategic Advisory Support Panel to provide technical support to DFAT. The Managing Contractor will be responsible for the management of all other program funds, disbursed through program activities and approaches that contribute to improved access, quality and management of education services, as determined in consultation with DFAT and MoET.

## 2. PROGRAM BACKGROUND

From 2009-13, Australia pooled funds with New Zealand (NZ) and UNICEF for two successive sector wide approaches (guided by the Vanuatu Education Sector Action Plan (VESAP) and Vanuatu Education Road Map (VERM)) to support MoET's goals. While there were some good achievements under these programs, Australia's support was spread too thin. VESP Phase I (co-funded by NZ) was more targeted and achieved good results. Phase I was valued at A\$33 million over 5 years (September 2013 – January 2019).

VESP Phase I<sup>1</sup> focused on the quality of early years of education (K to Year 3), with an emphasis on literacy and numeracy. EOPOs for VESP Phase I were revised during program implementation and as of August 2016 were:

- 1) improved literacy and numeracy for Year 1-3 students (male and female);
- 2) children (girls and boys, including those with special needs) have access to K and Year 1-3; and
- 3) effective education service delivery for K and Years 1-3 at the national, provincial and school levels.

In 2016, a mid-term review of VESP found that the program was making adequate progress and was on track to achieve most intermediate outcomes<sup>2</sup>. The review noted that VESP was contributing to a multi-decade agenda of sector strengthening and that VESP's targeted and integrated approach is effective and remains relevant. Over the last ten years, Australian aid has assisted MoET to achieve some key milestones, including:

- improved financial processes and bank accounts opened for all primary schools, through which they receive school grants;
- new curriculum for Years K-3 and a National Language Policy (2012), recommending the use of vernacular in early years of education, developed and implemented;
- classroom building standards developed and implemented;
- harmonisation and coordination of teachers training in the Vanuatu Institute of Teacher Education (VITE) and creation of the In-Service Unit (ISU);
- robust data management system now used to inform policy decision (Open VEMIS);
- Teaching Services Commission developed licencing and registration of teachers; and
- Machinery of Government restructure to include a tertiary directorate in MoET.

The Phase II design is based on achievements and lessons learned to date (see Annex 1). While continuing to support MoET's reform efforts, VESP Phase II will be cognisant of the political context and will work in a way that ensures sustainability and positive change.

The political dimensions within Vanuatu's education sector and its place in the broader government framework have had a significant impact on Australia's education investments to date. Over the last decade, extended periods

<sup>1</sup> <http://dfat.gov.au/about-us/publications/Pages/vanuatu-education-sector-program-design-document.aspx> (Accessed March 2018)

<sup>2</sup> It is important to note that while the mid-term review did not directly address progress towards the inclusion of children with disabilities, substantive progress in VESP Phase I towards disability inclusion has been limited.

of strong ministerial leadership and staffing of key directorates with long-serving, committed officials have been the driving forces behind the ambitious education reform agenda, including the introduction of the Universal Access Policy (via school grants), a plurilingual National Language policy and the integration of Early Childhood Care and Education (ECCE) under MoET. School grants were introduced as a result of strong political will and a coordinated effort across government (especially with the Prime Minister's Officer (PMO) and the Ministry of Finance and Economic Management (MFEM)), combined with well targeted policy dialogue and timely donor funding. This led to an increase in MoET's budget appropriation, the establishment of a system of school bank accounts and money flowing directly to schools within an extremely tight timeframe for such a significant reform. During VESP Phase I, a sliding scale of donor funding continued to incentivise MoET's budget for school grants until Years 1-6 were fully funded by MoET in 2017.

Under VESP Phase I, efforts to support MoET reforms gained most traction where there was political will, sufficient resourcing (both MoET and VESP funds) combined with strong leadership and collaboration across units or across government. When strong contextual understanding of the political economy was evident, technical assistance facilitated greater organisational management and MoET policy implementation. Specifically, technical assistance achieved lasting behaviour change when capacity development was based on mutual trust, local empowerment and complemented by strategic incentives for institutional change

### 3. RATIONALE FOR AUSTRALIAN INVESTMENT

Investments in basic education and scholarships contributes to two key objectives of the Australia's Aid Partnership Arrangement – improving early education services and building an environment for trade and economic opportunity – as well as cross-cutting issues such as youth, gender equality and disability inclusion. Moreover, these investments more broadly contribute to the goals of promoting economic growth and poverty reduction through the Australian aid program.

VESP Phase II aligns with the White Paper, Pacific Step-Up and the draft Pacific Development Framework, by supporting our commitment to work with Pacific governments to improve education outcomes. The draft Pacific Development Framework outlines a shift in the delivery of aid across key sectors in the Pacific including in the education sector. Strategic priorities will include increasing the quality of teaching and learning in schools and improving the skills and employability of secondary and post-secondary graduates. This fundamentally starts with improving outcomes in basic skills, such as numeracy and literacy, at the early childhood and primary levels. Improved learning outcomes (VESP goal) will broaden pathways available to skills training and tertiary education; access to further education will promote life-long learning opportunities (SDG 4) and enable children to reach their full potential, through enhanced livelihoods and contribution to economic development.

Key principles underpinning the draft Pacific Development Framework include: thinking and working politically; ensuring aid investments are catalytic; adopting a longer-term view of aid investments; building mature partnerships with Pacific island governments that lead to mutual benefit, contribution and accountability; and aligning regional and bilateral aid investments<sup>3</sup>. VESP Phase II will seek to strengthen the education system as a whole and in the long-term, contribute to an increase in the pool of -Vanuatu job seekers who can provide skills that are in demand, in line with the draft Pacific Development Framework. In the longer term, this will contribute to increased productivity, economic development and labour mobility in Vanuatu.

Australia's support to the education sector closely aligns with the *Strategy for Australia's aid investments in education 2015-20*, targeting all four priority areas<sup>4</sup> and taking a systems-based approach. Using a range of aid modalities, VESP Phase II will remain fit-for-purpose and targeted in its approach. More emphasis will be placed on using evidence for learning, decision-making and communication strategies, including through the use of Open VEMIS (OV), learning assessments and routine monitoring and evaluation.

Australia is a global leader in disability inclusive development, and its *Development for All 2015-20: Strategy for strengthening disability-inclusive development* promotes action in key sectors including education. This strategy and Australia's *Gender Equality and Women's Empowerment Strategy* will continue to inform Australia's

<sup>3</sup> Based on design consultation discussion with Tony McGee, Education Adviser, DFAT, February 2018.

<sup>4</sup> Getting the foundations right; Learning for All; Universal Participation; and Skills for Prosperity

investments in the education sector, and model best practice policy development and implementation for the Vanuatu Government (GoV).

Australia is the lead donor in the education and training sector in Vanuatu, with significant investment over 15 years (including complementary regional programs, such as the Australia-Pacific Technical College, the University of the South Pacific and Educational Quality and Assessment in the Pacific). Australia will remain a significant donor (with only a few other donors operating in the sector, and with much smaller investments). While Vanuatu is about to develop a long-term sector strategy, which may help to attract more investment in the sector (with support from the Global Partnership for Education (GPE)), the reality is that Vanuatu will continue to rely heavily on Australia's investments in education and Australia will continue to have a high degree of influence in this sector.

The mid-term review in 2016 of the VESP Phase I confirmed that the program is part of a multi-decade agenda of sector strengthening, building on previous investments through VESAP and VERM. It noted the importance of maintaining momentum around reforms and ensuring continuity to embed achievements<sup>5</sup>. There are very strong educational reasons for continued support to basic education through a second phase of investment.

The end of Phase I comes at a critical time in the education reform agenda. The new content and pedagogies in the new curriculum require new learning and significant change for Vanuatu teachers, school leaders and school communities. Attitudinal and behavioural changes take many years to embed and there is a need for ongoing support and training for teachers, school leaders and communities. Australia has supported MoET's language policy of initially learning in the mother tongue and the end of Phase I coincides with the transition to an international language of instruction in Year 4: French or English (noting that transition in fact is a gradual process, with an international language introduced orally in the classrooms from Year 1). If this transition is not carefully managed, gains made during the early years of schooling risk being negated.

GoV has requested Australia's continued support to the sector, including for implementation of key reforms. Australia has a strong and productive relationship with MoET that involves regular policy dialogue with MoET on issues such as tuition-free schooling, decentralisation, and school registration / zoning / rationalisation. Ongoing investment in this sector will be important for maintaining engagement and momentum on transformational policy reforms and protecting previous and current investments and achievements.

## 4. ANALYSIS AND STRATEGIC CONTEXT

### Economic & Social Context

With a population of 263,000 spread over 65 inhabited islands actively speaking over 100 languages, Vanuatu is the most linguistically diverse country per capita in the world. Bislama is the national language and English and French the official languages. One-third of Vanuatu's population lacks access to basic services and more than 12 per cent live below the national basic needs poverty line. Violence against women and children is the most common crime, with 72 per cent of women experiencing physical and/or sexual violence in their lifetime. Other challenges include population growth, a youth bulge, urbanisation leading to increased land pressures, climate change and frequent natural disasters. Vanuatu is estimated to incur an average of US\$48 million per year in losses due to earthquakes and tropical cyclones, a figure that is equivalent to 6.6 per cent of its GDP<sup>6</sup>.

Although Vanuatu has maintained strong economic growth, compared to other countries in the region, at an average of 4 per cent GDP per annum (in real terms), it remains heavily reliant on Overseas Development Assistance (ODA). The number of school (and university) leavers entering the job market far outstrips the average number of jobs created in the formal economy<sup>7</sup>. The divide between urban and rural populations and disparities between men and women are key factors affecting economic opportunity. The 2009 Census found that 12 per cent of the population experience disability. Data analysis on economic activity for people with disabilities is limited, but

<sup>5</sup> "MoET leadership is strong, and VESP as a tool for the Ministry, remains relevant and effective. There is evidence that VESP is seen as a MoET program and is a tool to help implement the Government's agenda particularly in the early years of schooling (K to Grade 3). The program's targeted and integrated approach appears effective in supporting Ministry-led reforms." (*VESP mid-term review, p11*).

<sup>6</sup> <https://www.gfdr.org/vanuatu> (accessed May 2018)

<sup>7</sup> *Ibid*

there is some evidence to suggest that people with disability are more likely to be either self-employed or work in the family business than employed outside the home.<sup>8</sup>

While the political system in Vanuatu is generally described as unstable and fragmentary<sup>9</sup>, the current government has been stable since 2016. However, long-term planning and a sustained approach to development is generally undermined by capacity constraints and short-term decision-making.

## Education Context

The National Sustainable Development Plan (NSDP) 2016-2030 serves as the national vision, the country's highest-level policy framework. Quality education is one of fifteen National Sustainable Development Goals. The interim Vanuatu Education and Training Sector Strategy (VETSS) 2017-18 continues with the strategic goals of improved access, quality and management developed as part of VERM. The forthcoming VETSS (2019-30), proposed to be undertaken with GPE support in 2018, will also need to align with the priorities of the NSDP.

There are significant challenges to the delivery of quality, accessible education services in Vanuatu. Critical constraints to improved education and learning outcomes include: the large number of schools across an archipelago of 65 inhabited islands, a limited supply of qualified and competent teachers and school principals; low numbers of children enrolled at the right age, high repetition rates; large numbers of out-of-school children including children with disabilities; and a lack of community engagement and involvement in education. Linguistic diversity further compounds challenges and there is significant disparity in education infrastructure and learning outcomes between provinces and schools across Vanuatu. The Vanuatu Government has insufficient revenue to adequately fund education and system inefficiencies and constraints on service delivery capacity mean that schools often lack basic resources<sup>10</sup>. While more government funds are spent on education than other social sectors in Vanuatu, resources remain insufficient to cope with a rapidly growing population and government commitments of free tuition for basic education to Year 10.

Natural disasters are common, causing huge disruptions to schooling on an annual basis, sometimes across several islands or localised to a few communities. Tropical Cyclone Pam (TC Pam) post disaster assessments showed how damaged facilities, loss of livelihoods, lags in recovery and psychological distress all compounded to negatively impact schools and learning outcomes.

Vanuatu has embarked on an ambitious reform agenda over the last decade to improve both access and quality of education in Vanuatu. Significant progress has been made in implementing these reforms, but it is early days and gains are fragile. While VESP Phase I focused primarily on early years of education (K-3), significant system strengthening through improved management systems and processes, support for devolution and budget and planning support has had positive flow on effects to other sub-sectors including secondary, skills and tertiary education. Other DFAT bilateral and regional programs and various grants<sup>11</sup> complemented VESP and supported other education sub-sectors (see section on Links with other Australian aid programs below).

<sup>8</sup> UNICEF Pacific and Vanuatu National Statistics Office. (2014). *Children, Women and Men with Disabilities in Vanuatu: What do the data say?* UNICEF: Suva.

<sup>9</sup> Cox, M., Alatoa, H., Kenni, L., Rawlings, G., and Soni, N. (2007). *The unfinished state. Drivers of Change in Vanuatu*, AusAID, Vanuatu.

<sup>10</sup> *Ibid*

<sup>11</sup> such as TC Pam recovery, Governance for Growth (GfG), the Vanuatu Skills Partnership (VSP), Australia Awards, the Australia Pacific Technical College (APTC) and Pacific Women Shaping Pacific Development; DFAT grants for gender, disability inclusion and education in emergencies



Key achievements and challenges are summarised below and detailed in Annex 2.

- Vanuatu's net **enrolment** rate (NER) for primary school is 79 per cent<sup>12</sup>, almost 10 per cent lower than the Pacific average<sup>13</sup>. Enrolment rates do not reflect attendance and hide the chronic over-age problem, one of the highest in the world<sup>14</sup>. There are large numbers of out-of-school children with some evidence suggesting these children do not go to school (or delay going to school) because of disability<sup>15</sup>, distance to school, their parents don't value education, girls help with household chores or older boys help in the gardens<sup>16</sup>.
- **School grants** introduced in 2010 for Years 1-6 have improved access and resourcing at the school level, however the systems for effective school-based management remain nascent and grant funds are yet to be used to their full potential<sup>17</sup>. With Australian and NZ support, grant funding was extended from Kindergarten to Year 8 in 2017 (with the potential to extend to Year 10 as GoV plans). However, across year levels, community consultations show other contributions from parents make "free tuition" as per the Government policy, an aspirational goal.
- **Literacy and numeracy** results are on the rise based on the 2017 Vanuatu Standardised Test of Achievement (VANSTA), which tests literacy and numeracy for Years 4 and 6 compared to the 2009 testing. Results show 64 per cent of French speaking students and 65 per cent of English speaking students met the Year 4 minimum literacy standard. There were considerable provincial differences, urban students were more likely to meet the minimum standards and girls outperformed boys across all tests.
- Vanuatu's new **curriculum** has been rolled out in Year 1-3 in conjunction with the National Language Policy that uses vernacular in the early grades. This has been a massive effort by Curriculum Development Unit (CDU), In-service Unit (ISU) and other units within MoET to develop, produce and implement a completely Vanuatu-owned curriculum in-house. The rollout, however is at a critical juncture and a Curriculum Implementation Monitoring Study carried out in 2017 showed that, while teachers in Vanuatu report enthusiasm about the new curriculum, there is more work to be done to ensure all teachers fully understand and implement the new curriculum. VANSTA results for schools using the vernacular (prior to the introduction of the National Language Policy) have been strong performers<sup>18</sup>. However, despite the potential for improving learning outcomes, uncertainty remains in some communities about the value of using the vernacular at school and many teachers need additional skills and support to provide an effective transition from vernacular into French or English.
- Moving from a community only responsibility, **ECCE** is in the process of being integrated into MoET. This has involved a new policy released in 2017, grant funding to four and five-year olds in attached and feeder Kindergartens, a new curriculum and new standards. Net enrolment rates remain low at 34 per cent, and gross enrolment rates indicate that the majority of children are not entering Kindergarten at the right age. In the past, teachers have received basic training from MoET and salaries have to date been the responsibility of the community. However, MoET plans to introduce salaries for qualified teachers under the new policy. The Vanuatu Institute of Teacher Education (VITE) is currently developing a Bachelor of Early Childhood Education.
- There is a shortage of primary school **teachers** and only 63 per cent are certified.<sup>19</sup> VITE is the only government teacher training institution in Vanuatu offering face-to-face, full time pre-service and in-service programs. Historically, the quality of many certified teachers has been considered low. Results from the Vanuatu Early Grade Reading Assessment (VANEGRA) in 2010 (prior to VESP) showed that while in-service training in previous years had a positive impact on reading outcomes, teachers holding a Certificate in Primary Teaching had students score lower than those who had teachers with no certification<sup>20</sup>. Significant

<sup>12</sup> OV data extract 2018 (unpublished)

<sup>13</sup> Source: World Bank Open Source data – Pacific Islands NER 2016 see <https://data.worldbank.org/indicator/SE.PRM.TENR?locations=S2> (accessed May 2018)

<sup>14</sup> VESP Phase I Mid-Term Review, 2016.

<sup>15</sup> UNICEF Pacific and Vanuatu National Statistics Office. (2014). "Children, Women and Men with Disabilities in Vanuatu: What do the data say?". Suva: UNICEF

<sup>16</sup> The increase in price for Kava has seen many parents on Pentecost island take their children out of school (Key informants, Design mission 2018)

<sup>17</sup> See Attachment B for School Grants Review carried out during design mission, February 2018.

<sup>18</sup> Key informant from CDU highlighted the strong performance in VANSTA of school using the vernacular during Design Mission.

<sup>19</sup> MoET, 2015, Annual Statistical Digest 2015, Policy and Planning Unit, Vanuatu. A certified teacher has undertaken specialised post-secondary teacher training and met the course requirements, with or without other post-secondary qualifications and is qualified to teach.

<sup>20</sup> World Bank. (2010) Vanuatu Early Grade Reading Assessment

<http://documents.worldbank.org/curated/en/690361468133520894/pdf/723450WP0v20va00906020120Box371899B.pdf> (Accessed March 2018)

investment in in-service training under VESP phase I has sought to improve the quality of teaching. Since the launch of the National Language Policy, many untrained teachers are filling gaps in the early grades, as they are more likely to speak the local vernacular. Under VESP phase I, an external (distance) diploma to upskill teachers has been trialled in 2016-17. The course was well-received by participants but a recent evaluation highlighted the long time to complete a diploma (12 years), high cost, logistics and difficulty obtaining recognition of prior learning<sup>21</sup>.

- Primary school **principals** in Vanuatu are appointed by MoET with few going through a merit-based selection. They are often appointed unwillingly or at short notice and have limited financial or leadership experience. In smaller schools, most principals have a full teaching load and are also required to perform a leadership role involving financial management, pedagogical leadership and act as disciplinarian. In theory, principals receive a marginal increase in salary, however, this may not occur in parallel with the appointment and, like many teachers, they remain 'acting' or 'temporary' for several years.
- At short notice, the Direct Financing Arrangement (DFA) was successfully used in the **emergency response** phase of TC Pam to channel additional funding through the school grants system to the school level. The same mechanism was used to assist MoET in its response to the Ambae evacuation in 2017-18. Cash transfers are now a mainstream response in humanitarian crises<sup>22</sup> and the DFAT-supported school grants mechanism enabled cash to be transferred to the school level to assist with immediate needs in the school community such as urgent repairs and replacement of learning materials.
- School **infrastructure** in Vanuatu has relied on donor funding for decades. Australia, NZ, ADB, EU and JICA have provided support for renovations and new classrooms in the past. VESP Phase I originally planned to build new classrooms in urban areas to address severe overcrowding, but after TC Pam construction was diverted to Tanna island (42 classrooms across 18 schools). The interim VETSS highlights additional donor support as part of the recovery for school reconstruction in TC Pam affected areas including Australia's A\$8 million school infrastructure recovery program (focused on Tafea province). In urban areas such as Port Vila and Luganville, overcrowding has become a huge issue particularly in the early grades, hampering teachers' abilities to manage classrooms and introduce more child-centred approaches to learning. In rural areas, schools are often in disrepair posing significant risks to child safety.
- Vanuatu's education **budget** is relatively high for a developing country at approximately 6.5 per cent of GDP<sup>23</sup>, but it is stretched as it caters for population bulge of 64 per cent under the age of 24. For 2018, GoV has continued to increase funding for the education sector in dollar terms. However, MoET's share of GoV recurrent revenue has dropped in recent years from 26 per cent in 2012<sup>24</sup> to 22 per cent in 2018<sup>25</sup>. An additional amount of VUV 816.5 million (A\$10 million) has been allocated to subsidise tuition fees beginning with Year 7-8 and ECCE in 2018<sup>26</sup>. Despite this increase, salaries for teachers and MoET officers account for 72 per cent of MoET's budget, leaving 28 per cent for operational costs. As such, the sector remains heavily reliant on donor funds for programming, with Australian and NZ government funding representing 11 per cent of the total MoET budget in 2018. Very few MoET funds are allocated to provincial offices (three per cent). In 2018, budgets for VESP training at the provincial level doubled the total Provincial Education Office (PEO) budgets.

## Social Inclusion Context

The Vanuatu Government has made a clear and ongoing commitment to providing every child in Vanuatu with the best opportunity to have equal access to an inclusive education. MoET has recognised the responsibility of the education system in addressing gender equality, including gender stereotypes, by ensuring the new national curriculum is gender sensitive. VANSTA results at Year 4 and Year 6 show girls are outperforming boys (in both French and English speaking schools). More females complete senior secondary school, however more males are likely to be employed in both public and private sectors. Females remain under-represented in tertiary education

<sup>21</sup> Mullins, K., and the Vanuatu Monitoring, Evaluation and Research Team for the VITE and VESP, (2017), *Evaluation Study of Effective Teaching and Learning Course Trial*. Development Services, Port Vila Vanuatu

<sup>22</sup> <http://dfat.gov.au/aid/topics/investment-priorities/building-resilience/drr/Pages/disaster-risk-reduction-and-resilience.aspx> (accessed April 2018)

<sup>23</sup> [https://www.theglobaleconomy.com/Vanuatu/Education\\_spending/](https://www.theglobaleconomy.com/Vanuatu/Education_spending/)

<sup>24</sup> Mellors, J. (2012) Vanuatu Education Sector Public Expenditure Review

<sup>25</sup> Government of the Republic of Vanuatu, Budget 2018, Volume 2.

<sup>26</sup> Government of the Republic of Vanuatu, Budget 2018, Volume 1, Fiscal Strategy Report, p.24

and are less likely to be awarded government scholarships. In addition, fathers tend to have limited engagement with their child's learning<sup>27</sup>. On some islands, older boys are being taken out of school to work in gardens on high value crops, such as kava, which is starting to become evident with the enrolment rates of boys<sup>28</sup> dropping in high school.

Vanuatu has close to gender parity in primary school, but this does not equate to gender equality. GoV has a broader responsibility to promote gender equality to, in and through education to ensure girls' and boys' equal access to learning opportunities, fair treatment in the learning process, equitable outcomes as well as opportunities in all spheres of life. MoET's *Gender Equity Policy 2005-2015* provides a strong guiding framework but remains largely under-resourced.

In 2008, Vanuatu was the first Pacific country to ratify the *Convention on the Rights of Persons with Disabilities*. The *Education Act* is clear on the importance of ensuring access for children with disabilities and support for teachers to enable them to teach classes which are inclusive of children with disabilities. The draft *Vanuatu National Disability Inclusive Development Policy 2018-25* highlights education as a critical priority area for action. Vanuatu's *National Policy on Disability 2008-15* and *Inclusive Education Policy 2011-20* both stipulate the importance of inclusive education, with the aim of the *Inclusive Education Policy 2011-20* being "by 2020 all schools will have inclusive practices to meet the educational needs of all students".

Despite a strong policy framework, change has been slow, often hampered by a lack of leadership, resourcing, commitment and budgetary support required to implement change. The mid-term review of VESP Phase I stated "approaches to disability-inclusion, including at a school level, are in their infancy"<sup>29</sup>. While some awareness raising activities have been conducted through disability organisations and ECCE outreach, negative attitudes and teachers ill-equipped to teach children with disabilities continue to keep children out of school. The diverse experiences of boys and girls with different types of impairment are not well understood. More research is required to better understand the barriers to school enrolment, attendance and completion for girls and boys with disabilities<sup>30</sup>, and to guide future efforts to improve access to quality, inclusive education in line with Vanuatu's policy framework.

## 5. INVESTMENT DESCRIPTION

This section outlines the program logic, overarching approach to implementation and key areas of focus for VESP Phase II. The program logic forms the basis for activity planning and resource allocation and provides the foundation for the program monitoring, evaluation and learning (MEL) framework. MoET has been involved in the design consultations and development of program outcomes, however details related to implementation and resourcing will need to be planned with senior MoET staff to confirm approaches and activities.

VESP Phase II aligns with MoET's draft Corporate Plan (2018-20) and the NSDP. Specifically, VESP Phase II will support MoET's contribution to NSDP Pillar 1 (quality education and social inclusion) and Pillar 3 (stable and equitable growth). In addition, VESP Phase II aligns with MoET's Inclusive Education Policy and will support GoV's contribution to the Sustainable Development Goals (SDGs) – Goal 4 (ensure inclusive and quality education for all and lifelong learning) and Goal 10 (reduce inequality within and among countries).

The following analyses will also inform the approaches, activities and outputs required to achieve the proposed program outcomes for VESP Phase II:

- curriculum situational analysis (to be done in 2018);
- cost of schooling analysis;
- teacher Knowledge, Attitudes and Practices (KAP) Survey;
- assessment of opportunities for Results based aid<sup>31</sup> delivery approaches;
- lessons learned for ECCE;
- teacher demand and supply analysis; and

<sup>27</sup> Macdonald, K. (2012) Getting Dad's (and the Government's) Attention, New Perspective on Improving School Readiness in Samoa, Tonga and Vanuatu, for World Bank (unpublished).

<sup>28</sup> Anecdotal evidence reported during school visits and the Design mission February 2018.

<sup>29</sup> VESP Phase I Mid-Term Review, 2016.

<sup>30</sup> In this design 'disability' refers to physical, intellectual and learning disabilities. This analysis will be conducted by GPE in 2018.

<sup>31</sup> Results based aid models (or Outputs based aid, or Cash on Delivery) is a more progressive approach to aid that link funds to outputs or outcomes rather than paying for inputs. There are increasing examples of donors using RBA in the Pacific e.g. Samoa education, Solomon Islands Health program.

- use of ICT for enhanced learning.

Analysis undertaken as part of the GPE funded sector analysis due in 2018 will also inform VESP Phase II, including on barriers to access to schooling (including for children with disabilities) and on financing across the whole education sector, including cost of service analysis for each education sub-sector (ECCE, primary, junior secondary, TVET, tertiary and GoV scholarships) that incorporates demographic and access trends. The GPE sector analysis and sector strategy will inform ongoing investment priorities and approaches under VESP Phase II.

Australia Awards in Vanuatu will be delivered under the same contract as VESP Phase II. The design for the program is included at Attachment A. We expect management efficiencies and links between the two programs, including some shared operational costs and the potential for Australia Awards (long-term and short courses) to support teacher training (eg. a quota for high priority needs in the sector, such as maths and science teachers; inclusive education training for school principals and teachers).

This investment is scalable to absorb additional donor funds or channel funds for disaster response and recovery if required.

## Program logic

The overarching **goals** VESP Phase II will contribute to are:

- increased equitable access to education for all people at all levels of education in Vanuatu;
- improved quality of education in Vanuatu; and
- improved and strengthened management of the education system in Vanuatu.

The five-year program is expected to contribute to these goals. The EOPOs are a continuation of the EOPOs under VESP Phase I and link directly to the three priority areas of Access, Quality and Management identified in the MoET Interim Corporate Plan (2018-20). The program logic is outlined below at [Figure 1](#).

Figure 1: Program Logic

GOALS	1) Increased equitable <b>access</b> to education for all people at all levels of education in Vanuatu 2) Improved <b>quality</b> of education in Vanuatu 3) Improved and strengthened <b>management</b> of the education system in Vanuatu						
End-of-program outcomes (Year 5)	<b>ACCESS:</b> More children (girls and boys, including those with disabilities) are enrolled and attend the right year of primary school at the right age		<b>QUALITY:</b> School principals, teachers, parents and communities collaborate to enable students to achieve improved literacy and numeracy outcomes (Year 4 and Year 6)		<b>MANAGEMENT:</b> MoET effectively plans, trials/implements and learns from devolution efforts and uses evidence to inform decisions		
Intermediate outcomes (Year 3)	1.1: MoET staff and Provincial education officers ensure schools are resourced to increase access to schooling for out-of-school children, including those with disabilities		2.1: Teachers are supported by school Principals and provincial education officers to improve classroom learning		3.1: School principals implement effective school-based management.		
	1.2: School principals, teachers, parents and communities collaborate for higher enrolment and commencement at primary school at the right age, including children with disabilities		2.2: Teachers are motivated to use skills and resources to support improved classroom learning, including for children with disabilities		3.2: Provincial education officers communicate and share learning and evidence with schools, communities and MoET staff		
	1.3: School principals, teachers, parents and communities collaborate for better student retention and progression, including children with disabilities		2.3: Parents engage in children's learning, with the school and at home		3.3: MoET staff at national and provincial levels use learning and evidence to inform education policy implementation, budget and financing, planning and management		
Intermediate outcomes (Year 1)	Barriers to access to schooling are understood, including for children with disabilities	Infrastructure and National School Development Plan initiated	Teacher knowledge, attitudes and practices are understood	ICTs and PPP opportunities to support learning identified	Provincial education officers understand inclusive education policy and roles and responsibilities	Cost of schooling is better understood	Opportunities for Results-based aid identified and agreed

Achieving the proposed program outcomes will require a coordinated and tailored approach to implementation that targets the national, provincial and school/community levels, taking into account findings from the analysis identified above, political economy analysis and learning from VESP Phase I. The program will need to identify opportunities to influence policy reforms and implementation, and to strengthen institutional and organisational changes within MoET to support the devolution of education services and improve budgeting and planning processes. Key factors that will enable the sustainability of program outcomes will be supporting and advocating for continued GoV increases in levels of funding for the education sector and investment in school rationalisation

and registration. This will require a purposeful approach to strategic policy dialogue with MoET and other key agencies including PMO and MFEM as well as program personnel with the ability to think and work politically to influence and support the reform agenda. Leveraging from policy dialogue and achievements from other DFAT programs including Governance for Growth (GfG)<sup>32</sup> and the Vanuatu Skills Partnership (VSP) will increase efficiencies and promote a more consistent approach across the aid program in Vanuatu (see section on Links with other Australian Aid programs below).

VESP Phase II will provide continued support to MoET at the national level to maintain a sustainable, enabling environment for improved education access, quality and management. Using a politically informed approach, the program will maintain momentum for reforms and ensure continuity from Phase I to consolidate achievements.

At the provincial level, the program will focus on strengthening and consolidating provincial structures, mechanisms and leadership requirements in targeted provinces to establish a conducive environment to increase access to school, improve teaching practices and learning outcomes, and strengthen school-based management. In particular, the program will focus on:

- professional development for provincial education officers, school principals and teachers;
- stronger links, communication and partnerships between provincial, school and community levels;
- piloting local empowerment approaches and local solutions for further scale-up;
- supporting improved communication channels between the provincial and national levels;
- support at the school level to improve IE; and
- using data and learning for evidence-based policy and decision-making.

Key focus areas for VESP Phase II are access, quality and management. These focus areas build on the achievements by MoET under Phase I, supported by quality data, a genuine partnership between Vanuatu and Australia, support for devolution and a commitment to improved learning outcomes for the children of Vanuatu.

## Access

### Expanding School Grants (through the DFA) and right-age enrolment campaign

The Vanuatu Government's School Grants Scheme was introduced in 2010 to reduce and over time eventually eliminate school fees (initially for Years 1-6), removing a significant barrier to access to education. In mid-2017, when MoET demonstrated that it was able to fund 100 per cent of school grants for Years 1-6, Australia (and NZ) agreed to expand funding for school grants to cover Kindergarten to Year 10. In VESP Phase II, DFAT will continue a DFA with MoET that acknowledges MoET's school grants for Years 1-6 are currently on budget, focusing Australia's support for school grants on Kindergarten and Years 7-10. Through a phased exit strategy (to be negotiated with GoV) and ongoing policy dialogue with GoV, it is expected that MoET will commit to full financial responsibility for school grants for Kindergarten to Year 8 by the end of 2021 and through to Year 10 by the end of 2023 (see Attachment B for more detail on school grants).

During Phase II, further analysis on the actual cost of schooling for households will also be undertaken to inform school grant levels, specifically for Years 7-10 (including possible enhancements to the scheme and the feasibility of expanding to Years 9-10 if sufficient funds are available from MoET and/or other donors). Ultimately, the level of school subsidies paid to schools is a decision for GoV. Australia will continue to support GoV with an evidence-based approach to school grant formulas, recognising the need for a sustainable financing approach. Improved use of school grants for learning outcomes will also be a focus of Phase II (see 'Strengthening School Based Management' section below).

### Promoting school enrolment and progression at the right age

A high GER and low NER shows that there are a significant number of over-age students in primary school. Major contributing factors for this are parents not enrolling their children at the right age, and schools holding students back to repeat grades if they do not pass.

VESP Phase I supported MoET's *6 Yia, Klas 1* (Age 6, Year 1) campaign to encourage parents to enrol children in Year 1 at age six (or age five if the child will turn six before 31 May). There is some early evidence that the *6 Yia*,

<sup>32</sup> GfG will be recruiting a PFM adviser in 2018-19 and there is potential to leverage this support to enhance PFM at the line agency level, including provincial levels. VSP used local empowerment and strong local leadership to create ownership and drive performance of the skills sector.

*Klas 1* campaign has been successful in increasing enrolment rates of six year olds in Year 1<sup>33</sup>, but sustained effort is needed on right-age enrolment as well as progressing students each year, to improve the NER (and learning outcomes).

### **Promoting and Mainstreaming Gender Equality and Inclusive Education**

VESP Phase II will continue to support gender equality and inclusive education (IE). This will require investment at all levels. By working with the Inclusive Education Officer, the program will support MoET to revise both the *Inclusive Education Policy 2011-2020*, and the *Gender Equity in Education Policy 2005-2015*, and develop an implementation plan for each. These policies and implementation plans will be realistic for the Vanuatu context, consider levels of resourcing, target national, provincial and school levels, and be monitored. In particular, these revised policies will include a provision for gender and disability inclusion action plans at the school level. A situation analysis (to be conducted in 2018) to understand barriers to enrolment, attendance, completion and transition of girls and boys with and without disabilities to ECCE and primary school will establish a solid evidence base to inform the policies and how VESP Phase II can support the Ministry to increase attendance and improve learning outcomes for all children.

Responding to lessons learned from the IE case studies in Phase I, the Survey of Perceptions of Awareness of MoET's IE policy and other programs supporting IE<sup>34</sup>, the program will support the gradual uptake of IE approaches in schools, by first supporting MoET's IE model schools (in Freswota and Santo East) with awareness-raising, targeted teacher training, equipment, engagement of Teacher Aides as appropriate, technical and learning materials and mentoring and monitoring. A reflection and promotion strategy will inspire the uptake of lessons amongst other mainstream schools.

Understanding barriers to education requires reliable enrolment and attendance data disaggregated by sex and disability. OV currently collects sex disaggregated data and work is underway to improve collection and disaggregation of data on children with disabilities<sup>35</sup>. Efforts to improve the collection of reliable disaggregated data will be supported at the school level through the development and implementation of a capacity development strategy<sup>36</sup>. This strategy will also target key MoET and provincial staff to strengthen capacity in data entry and analysis to inform planning, resource allocation, policy development, implementation and monitoring.

Schools will be supported to value and promote the enrolment and attendance of boys, girls and children with disabilities at the right age. The revitalisation of school committees will include training and mentoring on the importance of enrolment and re-enrolment of out-of-school children in communities. Parents will be engaged to explore and implement local strategies to improve enrolment and retention of all students. Community role models will be sought amongst fathers and female leaders to inspire enrolment of boys and girls in school, and transition between primary and secondary levels. Provincial Education Officers will participate in training and mentoring to support these initiatives. Guided by evidence, local solutions to improve boy's attendance and/or access for children with disabilities will be incentivised through supplementary school incentive grants, particularly in rural areas (see Provincial Partnerships). Support will be provided to school leaders to use grants to support inclusion, for example through the engagement of Teacher Aides, or adaptation of WASH facilities so they are safe and accessible to all.

Pre-service teacher training has in recent years included some training on inclusive education. VESP Phase II will aim to strengthen this as part of the Bachelor program (including advocating for modules on IE to be compulsory for all VITE students as part of their foundation year). ISU has mainstreamed inclusion into all in-service training modules and CDU's Inclusion Officer has been instrumental in reviewing new curriculum materials from a social inclusion lens, including avoiding gender stereotyping and the development of a checklist for use by other officers. These good practices will continue to be supported by VESP Phase II with the aim of institutionalising across MoET for both pre- and in-service training, and in the development of all curriculum materials. Provincial Education Officers are an essential link in supporting schools to implement national IE and gender equality policies and will be supported to do so through training, mentoring, and contextualised monitoring and reference tools.

<sup>33</sup> Ministry of Education and Training, Director for education services reporting at SC in February 2018

<sup>34</sup> The Vanuatu Skills Partnership has made considerable progress with disability inclusion by increasing awareness in collaboration with Disabled People's Organisations, increasing access to trainings and supporting training providers. See [www.vanuatutvet.org.vu](http://www.vanuatutvet.org.vu)

<sup>35</sup> Work has commenced to include the UNICEF/Washington Group Child Functioning Module questions in VEMIS disability modules

<sup>36</sup> Potential to draw on regional examples and lessons from the disability disaggregation package developed in Fiji (FEMIS) by DFAT's Access to Quality Education Program.

Other options to support IE include through Australia Awards short courses, greater use of contextualised support materials, in-country tailored training modules and exposure visits to countries implementing IE (eg. Fiji and Samoa). There is also potential to take further advantage of the Certificate III in Education Support<sup>37</sup> currently being offered by APTC in Vanuatu. The course will be offered in the first semester of the new phase of APTC, so by the end of 2018 there is likely to be around 70 graduates returning to schools across Vanuatu with a strong foundation in IE. These graduates will benefit from support to maintain their skills and share experiences, particularly when they return to school environments with limited leadership, resources and awareness of IE. There are also efforts being made to have teachers who have qualifications (eg. Certificate III through APTC), recognised as IE teachers. This should continue to be supported by VESP Phase II, including providing opportunities for graduates to share their experiences and skills, facilitating graduate-led information forums on IE and supporting the development of shared IE resources for teachers.

Through community awareness undertaken in collaboration with local disability civil society organisations such as Vanuatu Disability Promotion and Advocacy Association and the Rainbow Theatre, family members will be encouraged to assist children both at home and in the classroom. Schools will be encouraged to formalise arrangements for Teacher's Aides to support teachers who have children with disabilities in the classroom. This should include basic training on IE and be incentivised through school grant funding. Building on the experience of NGOs, VESP Phase I and TC Pam Recovery infrastructure investments, schools will be encouraged to work with communities (and use their school grants) to make classrooms and WASH facilities accessible.

### **Leveraging infrastructure support from other donors**

The budget for VESP Phase II is insufficient to address the school infrastructure needs of Vanuatu. VESP Phase I has supported a significant body of infrastructure work including needs mapping, school capital works surveys (recorded in OV), school registration and the need for school rationalisation. This has formed the basis for the National School Infrastructure Development Plan (NSIDP) currently under development. In addition, from previous Australian government support, there is a strong foundation upon which future planning and school infrastructure programs could take place or scale up in an informed, efficient and sustainable way. These include:

- a capital works plan and Catchment areas survey (2016);
- Australia-Vanuatu TC Pam Recovery Program (Tanna, Erromango and Aneityum) and MFAT recovery plan (Epi island);
- minimum quality building standards incorporating DRR principles for school construction developed;
- several approaches to procurement of materials and use of community or school-based contractors trialled;
- promoting accessibility (in line with DFAT's Accessible Design Guidelines); and
- strengthening maintenance efforts particularly within schools that were focus areas for the school reconstructions funded by VESP Phase I as part of the TC Pam recovery efforts in Tafea and Shefa provinces.

Given sensitivities around rationalisation, MoET recognises the need for a model involving the community to support rationalisation to avoid future inefficiencies such as multiple schools "popping up" in close proximity to each other. Through VESP's increased focus at the provincial level, provincial education officers such as SIOs will need a strong understanding of MoET's approach to resourcing schools, registration (policy under development) in order to secure buy-in from local communities on the importance of rationalisation and maximise MoET's limited resources and improve student learning outcomes. Through ongoing policy dialogue between DFAT (and other potential donors) and MoET, funding for school infrastructure should be used to further incentivise school rationalisation.

## **Quality**

### **Strengthening School Based Management**

To promote more effective use of grant funds and support school-based management, VESP Phase II will continue to support the use of School Improvement Plans (SIPs) by school communities. New guidance on SIPs was sent to school principals in early 2018 and further training of school principals is scheduled for 2018. The focus of SIPs will be expanded to consider how to improve teaching and learning within the schools. Through greater prioritisation of needs and evidence-based school improvement planning, school grants should move beyond just the provision

<sup>37</sup> <http://www.aptc.edu.au/courses/courses-info/education/education-support>

of stationery and maintenance to consider areas such as teacher professional development and inclusive education in line with the Vanuatu Minimum Quality Standards (MQS).

With school grants now being provided to Kindergarten, VESP Phase II will support the expansion of school improvement planning to cover registered (attached and feeder) Kindergartens. School principals and Kindergarten committees will require substantial support to manage and prioritise spending grant funds effectively. School improvement planning for Kindergartens will need to be pragmatic, recognising the majority of Kindergarten committee members and teachers have limited financial management experience. UNICEF are piloting ECCE Improvement Planning with ECCE committees in Penama province in 2018. It will be important that VESP Phase II supports MoET to apply any lessons learned as part of scaling up ECCE improvement planning to other provinces.

To activate greater community engagement and parental engagement in support of student participation, VESP Phase II will support greater transparency among school communities and teachers on how school (including Kindergarten) grant funding is allocated and managed. Through greater support for school-based management, principals will be encouraged to increase engagement through a revitalisation of school committees (function and membership), increased use of different communication channels such as compulsory school notice boards and inclusion of teachers in decision-making on priorities for the allocation of funding. School committees and communication campaigns that highlight the importance of diversity and equal representation will be used to promote increased women in leadership roles. This includes increasing women in decision-making roles in committees, PEO roles and more broadly ensuring they have a voice in the community.

### **Integrating Early Childhood Care and Education (ECCE)**

Greater integration of ECCE within MoET has the potential to promote more coherent policy, enhanced continuity of children's learning experiences and improved public management of services.<sup>38</sup> Under Phase I, ECCE was supported through the DFA. Given limited human resources at the national level to implement the new ECCE Policy and related activity management and monitoring, MoET has requested that the managing contractor provide technical assistance and manage additional ECCE funding (at least initially) under Phase II. Importantly, Phase II will continue to support school grants for Kindergarten through the DFA. Total ECCE funding levels (grants, activities and monitoring) need to consider the potential for longer term MoET financing and affordability. VESP funds should incentivise increased financial and human resources to the sub-sector from MoET. Through analysis and policy dialogue, VESP Phase II will develop a plan for increasing the amount of direct funding to the ECCE Unit over time, as positions responsible for ECCE management and implementation are filled and systems and processes are established to manage and report on the ECCE implementation plan.

Given Kindergarten grants are already being disbursed to primary school bank accounts, the initial priority under Phase II will be to ensure primary schools are providing adequate support and leadership to Kindergartens (attached and feeder) to use the additional funding to promote access and quality. Despite a second tranche of funding in early 2018, most Kindergartens still had not yet changed their fee structure as they lacked confidence in the sustainability of funding.

There are efficiencies to be gained from integrating Kindergartens further into primary schools. This includes the campaign for right age enrolment through links with Kindergartens, pooled teaching and training resources, combining procurement of stationery and other learning materials and improving school readiness and transition from Kindergarten to Year 1. Children with disabilities are also more likely to transition from ECCE to school if there is strong integration and consistent support. These efficiencies need to be communicated to communities and management of both schools and Kindergartens. Recognising that better communication alone will not be enough strengthen links between Kindergarten and Year 1, incentives for schools should also be considered, for example, incentives for principals to take Kindergartens, particularly those with weak management, "under their wing". VESP Phase II will continue to support MoET's Kindergarten grants for children enrolled at the right age (4 and 5 year olds), which will support right-age primary enrolments.

ECCE priorities include supporting the transition to primary school, parental education programs ("community conversations"), accelerated summer programs and the development of play group models. However, MoET funding remains low and there has been limited consideration of longer term sustainability. Along with a costing analysis and in order to prioritise VESP Phase II funding for ECCE, a review of activities carried out by MoET in

<sup>38</sup> Kaga, Y., Bennett, K., and Moss, P., (2010), *Caring and Learning Together: A cross-national study on the integration of early childhood care and education within education*, UNESCO, Paris.



recent years should be undertaken during the program's inception phase. Phase II will support the ECCE Unit to undertake a evidence-based desk review<sup>39</sup> on what has worked, and what has not worked, in relation to improving access to, and the quality of, ECCE, including efforts to increase access for children with disabilities. The review will consider the cost effectiveness of continuing approaches that have been piloted or rolled-out as well as activities (or more broadly ways of working) that have been undertaken with UNICEF support and by World Vision under the Strengthening Early Childhood Care and Education (SECCE) program in Phase I<sup>40</sup>. This review should make recommendations for MoET and the ECCE Unit on how to establish systems and processes for monitoring and evaluating current and future activities. Any future support for MoET's ECCE agenda should consider current levels of MoET resourcing (human and financial); the implications of long term financing of Kindergarten grants; and be combined with a strong monitoring and evaluation framework that ensures learning is fed back into activity design and implementation.

### **Expanding and consolidating curriculum reform and the Language of Instruction Policy**

Phase II will continue to support the development and roll-out of MoET's curriculum reform agenda with an expanded focus on teacher and student support materials and the roll-out of the Year 4-6 curriculum. Evidence shows that curriculum interventions and targeted training programs for teachers have the potential to significantly and positively impact the quality of teaching and learning<sup>41</sup>. Effective curriculum reform is an iterative process, requiring ongoing monitoring and adjustment to meet teacher needs and improve quality. For this reason, Phase II will need to focus on equipping CDU officers with the skills and organisational management to consolidate, monitor and adjust the curriculum for Years 1-3, while also continuing to roll-out a new curriculum for Years 4-6 on schedule. A five or six year curriculum renewal cycle should be considered to facilitate changes in context, corrections and/or new approaches. In addition, ongoing, systematic in-service training will be required for all levels as new teachers enter the system and teachers move between year levels. Current and future teacher guides should be supplemented with the development and production of support materials for teachers and students including vernacular/Bislama reading materials and greater use of information and communication technology (ICT) to enhance literacy and numeracy teaching.

Good quality curriculum development is a continuous process, not least because curricula need constantly to respond to change.<sup>42</sup> Over time, curriculum materials will need to reflect the dual language transition approach from Year 1-6 rather than be provided in separate resources. Preparatory work such as the development of teacher guides for Years 4-6 commenced in early 2018. It is anticipated that Year 4 teachers will be trained, and materials rolled out by the end of 2018 in advance of the start of Phase II.

Given the complexity and ambition of the ongoing curriculum reform agenda, a review of the curriculum materials and roll-out is recommended prior to the commencement of Phase II. This will seek to provide an overview of the curriculum developed to date, including the use of the syllabi, teacher guides and supporting materials. This will inform future development of curriculum materials and required revisions to previous materials through reprints.

A success under Phase I has been a collaborative approach among work units to developing curriculum and training materials. The CDU, ISU, VITE and School Based Management Unit (SBMU) worked closely on the development of transition guidance known as *Yumi Ademap Lanwis*. Based on practices that were happening in the classroom, a small group of representatives from these units worked collaboratively to develop this language transition guidance. The result has been an approach and materials that are owned by all work units and provide a strong platform for implementation. This collaborative way of working should continue to be supported under Phase II. Consideration of how to engage SIOs in curriculum development and training will also provide greater provincial reach and support, including consistent messaging about language transition.

It is crucial that the roll-out of the new curriculum is timely and the full set of support materials and training are introduced to teachers in the year prior to the scheduled roll-out (e.g. Year 5 students will start in the new curriculum in 2020, therefore teachers require materials and training in 2019). Otherwise teachers will lose confidence in the system and be left with the option of using old curriculum materials, a combination of curriculum materials or nothing at all. While the dual language approach commences gradually from Year 1, the Year 4-6 curriculum in particular plays a significant role in supporting teachers to transition from either the vernacular (or

<sup>39</sup> Some small-scale sampling of Kindergartens may be required if limited documentation exists.

<sup>40</sup> World Vision, (2017) SECCE Program Completion Report, Vanuatu.

<sup>41</sup> DFAT (2017), What works best in Education, Education Analytics Service

<sup>42</sup> Stabback, P., (2016), What makes a Quality Curriculum, UNESCO. (<http://unesdoc.unesco.org/images/0024/002439/243975e.pdf>)

Bislama) to French or English. As the mid-term review and subsequent monitoring visits have highlighted, teacher confidence in managing the transition is fundamental to the success of GoV's Language of Instruction Policy, coupled with continuous support to Years 1-3 and communication with communities.

Given the importance of quality materials, combined with the need to stay on schedule, Phase II could support CDU to outsource a significant portion of the curriculum production chain for remaining year levels. While using retired teachers for writing has provided a strong contextual understanding, there is a large volume of materials that need to be produced, and a need to ensure that latest approaches to pedagogy are being utilised in curriculum materials. Outsourcing of certain areas has been trialled in Phase I, and lessons learned will need to inform any increased outsourcing in Phase II. Outsourcing would enable a broadening of scope in VESP Phase II support (K to Year 6) without the need to compromise on quality. Given various interests, the approach to outsourcing needs to be agreed through policy dialogue and handled with political sensitivity. With greater outsourcing, CDU would retain strategic direction and oversight of curriculum content and development and would have more capacity to focus on planning, monitoring tools<sup>43</sup> and refinement of materials from K to Year 6 based on user feedback. In close consultation with MoET (particularly CDU), contract management of curriculum outsourcing could be supported through Phase II. The need for a strong contextual understanding of Vanuatu and its linguistic diversity provides potential for international and local consortia and/or innovative partnerships with MoET, building both MoET and local private sector capacity and opportunities in the future to support ongoing curriculum needs.

To promote positive gender norms from a young age, MoET are in the process of integrating "*Gudfala Laef*" resources into the primary curriculum. The program is being adapted from a World Vision Sunday school program.<sup>44</sup> It focuses on healthy relationships and positive messaging about gender issues to children based on songs, *kastom* stories and interactive play. VESP will support further integration of positive gender equality messages into the curriculum. There is also work that could be done to promote positive attitudes towards people with disabilities and the importance of inclusive schools and communities. In junior secondary schools, MoET are working with NGOs to integrate climate change and disaster risk reduction messaging into relevant subject areas.

## **Enhancing and systemising professional development**

### Teachers, School Leaders, Provincial Trainers and School Improvement Officers

Professional development of teachers and provincial education officers will be an ongoing focus in Phase II. For teachers, support will align with the National Teacher Professional Development Plan currently being developed. Following on from Phase I, in-service training will be closely linked to the roll-out of the new curriculum, consolidate teacher development in K-3 and provide greater support for IE and language transition at all levels, specifically *Yumi Ademap Lanwis*, and the dual language approach (under development); and class-based assessment practices.

Modalities for professional development of all MoET officers should be expanded beyond face-to-face training to promote greater use of blended learning techniques. Possible options to be continued and or trialled in Phase II include: school support centres; pre-recorded video training CDs/memory sticks; mentoring from SIOs trained in implementing the SIP guide; a free help desk call number to an experienced SIO or Provincial officer/trainer; specific networks using social media chat rooms (such as Facebook messenger<sup>45</sup>); and other multi-media training packages that can be accessed through both online and offline platforms, such as mobile phone applications.

SIOs and Provincial trainers will require continuous upskilling in the curriculum materials and the latest pedagogies and learning environments for both Vanuatu and a rapidly changing world. Continuing from Phase I, awareness sessions for provincial officers will cover child safeguarding, prevention of gender-based violence and disability inclusion.<sup>46</sup> This messaging will also be incorporated into school leadership / SIP training for principals.

The language proficiency of teachers in both English and French remains a risk to achieving improved literacy and numeracy outcomes among students in higher grades. There are limited options outside of urban centres to hear or speak English or French along with a strong oral culture (rather than drawing knowledge from books or reading

<sup>43</sup> See recommendations from the Pongi, V. and Raiwoce, A. (2017) *Final Report on the Monitoring and Implementation of the Year 1 Curriculum- September 2016 – June 2017*, PECC Consultants

<sup>44</sup> This program was funded originally by ANCP and known as "Channel of Hope for Gender Sunday school curriculum". At the request of MoET, DFAT's Gender Action Platform is now supporting its integration into Vanuatu's National Curriculum.

<sup>45</sup> Both Telecommunications providers (Digicel and TVL) currently have special pre-paid offers that give unlimited Facebook access.

<sup>46</sup> There is potential to coordinate with VSP and DFAT's health programs to promote awareness of these cross-cutting issues at the provincial level.

for pleasure) which hampers the retention of French and English language by teachers. One option to be considered in Phase II is using teacher support materials as a resource to also improve the language proficiency of teachers.<sup>47</sup> Providing teachers with greater access to ICT in curriculum materials, particularly support materials may also assist with proficiency. In addition, teachers should participate in French and English testing through existing resources and local solutions should be developed

There is growing consensus that the most effective professional learning takes place at the school level as teachers collaboratively engage in planning, assessing and evaluating student progress, innovation and reflection.<sup>48</sup> For this reason, through provincial trainers, SIOs and principals, Phase II will actively promote greater professional development at the school level and where possible between geographically close schools (clusters or zones). With the exception of a few school principals, the use of school grants as an option for facilitating professional development at the school level has been overlooked. Greater use of the school grants to support teachers' professional development will be encouraged by MoET and supported through Phase II.<sup>49</sup>

Phase II support for pre-service training will be contingent on stable leadership at VITE and a willingness to work collaboratively on priorities that are realistic and sustainable in the longer term. VITE is currently developing Bachelor courses for primary education and MoET is upgrading VITE as part of the National University. With MoET agreement, the distance diploma trial should be continued, with support through VESP, however, further thought given to new technologies, recognition of prior learning and ensuring that selection processes target younger cohorts of participants (rather than those close to retirement), particularly untrained teachers that are already teaching in vernacular in the early grades.

### Leadership

Building on the foundations established in Phase I, there will be an increased focus on supporting leadership at the school and provincial level. Support for school heads needs to reflect the responsibilities of finance, administration and instructional leadership<sup>50</sup>. Phase II will work with MoET to support school principals to improve community engagement and effectively manage school finances and resources (including ICT), teachers' performance and an increasing number of students, including children with a disability (see 'Piloting provincial partnerships' section below). SIOs will need support in their expanded roles<sup>51</sup> and be given the resources necessary to support and mentor school leaders. Phase II will continue to support the use of merit-based selection processes for principals and provincial education officers and simple performance management systems.

### Australia Awards

The integration of Australia Awards and VESP Phase II under one contract provides an opportunity for greater alignment between scholarship opportunities offered and the professional development needs of MoET. There is scope to provide more short-courses in areas such as IE and science, technology, engineering and mathematics, to boost the skills of teachers and trainers in the field and at VITE. Professional development is considered by MoET officers and teachers as a strong motivator in the workplace. This should be recognised and used to incentivise change, promote efficiencies and new ways of working within MoET that can improve learning outcomes.

### **Engaging parents and communities in children's learning**

Engaging parents and communities to promote and strengthen children's learning can be among the most effective and lasting of interventions.<sup>52</sup> Families are the first teachers and have a critical role to play in preparing children for school. Through support to ECCE, Kindergarten teachers will continue with 'community conversations'<sup>53</sup> for new parents around specific themes, such as how to teach your child in the home environment, good nutrition and positive parenting. Phase II will support links between schools, parents and communities from the time they start Kindergarten or Year 1. This will include encouraging participation in Kindergarten and school committees and giving them a role in decision-making, particularly encouraging women to be involved. Professional development

<sup>47</sup> See example from South Africa [http://www.scielo.org.za/scielo.php?script=sci\\_arttext&pid=S0256-01002010000400009](http://www.scielo.org.za/scielo.php?script=sci_arttext&pid=S0256-01002010000400009) (Accessed 9 March 2018)

<sup>48</sup> Kate Reid and Elizabeth Kleinhenz, Australian Council for Education Research (ACER), (2015) Supporting Teacher Development; Literature Review, ODE

<sup>49</sup> The SANMA PEO holds an annual Principals Professional Development retreat that he co-funds through provincial budget and school grants.

<sup>50</sup> [https://www.schoolturnaroundsupport.org/sites/default/files/resources/Kappan\\_leadership.pdf](https://www.schoolturnaroundsupport.org/sites/default/files/resources/Kappan_leadership.pdf)

<sup>51</sup> These positions were previously Zone Curriculum Advisers (ZCAs) focussed specifically on curriculum upgrading

<sup>52</sup> This is particularly critical in the case of families made vulnerable by poverty, disease, conflict, lack of water, fuel or other resources, or by domestic violence; in families in isolated communities not reached by limited government services; and in ethnically marginalized or excluded families (EAPRO, 2005).

<sup>53</sup> Community conversations was successfully introduced under the SECCE program (by World Vision).

for teachers and school principals will focus on collaborating with parents and communities, and reiterate the need for good communication with parents and for parents to feel welcome in the school. School based management will support schools to develop a program of regular community consultations on key issues such as right age enrolment, inclusion and engaging fathers in children's learning. Phase II will coordinate with church authorities and other DFAT and donor funded programs such as the Village Health Worker program and *Wan Smol Bag* to amplify these community messages. In emergency situations, where schools have been destroyed, strong community links can be major factors in restoring normality and rebuilding education.

### Greater use of ICT for teaching and learning

The potential uses of ICT are increasingly part of considerations around education planning in both developing and developed countries. They have the potential to enhance information distribution, learning, teaching and management of educational services and make them affordable and available anytime, anywhere. There are however, some strong caveats around the use of ICT in education and numerous lessons learned<sup>54</sup> that need to be considered, particularly when working in low income educational environments. Acquiring the technology is often the easiest part, effectively integrating technology into educational systems is much more complicated.<sup>55</sup>

If not already undertaken in Phase I<sup>56</sup>, VESP Phase II will support MoET to undertake analysis on the effective use of technology for learning in Vanuatu, specifically focused on supporting school principals and teachers in the classroom and blended learning for officers at the provincial level in a cost-effective way. The analysis will consider good practice guidance such as UNESCO's ICT-in-Education Toolkit and the Education Alliance; and in particular trials and training that have taken place in Vanuatu and regionally. This includes:

- the Kiribati tablet trial<sup>57</sup> as part of DFAT's education support to Kiribati;
- NoteMaster online learning Platform<sup>58</sup> through the Commonwealth of Learning (CoL);
- MIKTA iXc EiE School Leadership pilot (Opportunity2Change) to test mobile phone coaching;
- the Office of Government Chief Information Officer (OGCIO) – Universal Access Policy introduced grants for Computer Lab and Internet Community Center (CLICC) and Tablets for Students (TFS) in 2015;<sup>59</sup> and
- mother tongue book software such as SIL bloomlibrary<sup>60</sup>, African Story Book Application<sup>61</sup> and Storyweaver.

The findings from this analysis should feed into future teacher training support materials and approaches to all professional development at the school and provincial level. Options for greater engagement on ICT with the private sector to improve efficiencies and sustainability will be considered (see Annex 4 Cross-Cutting Issues). Any recommendations on the use of technology will need to comply with MoET's ICT Policy and be reviewed and updated regularly.

## Management

### Strengthening MoET's evidence base for decision-making

MoET has made significant advancements in improving school data through the introduction of OV. The ability to disaggregate data by gender and disability needs continued focus to inform policy implementation, along with additional features to be introduced to OV.

While functionality continues to expand, ongoing training is required for provincial officers, school principals and MoET staff to keep abreast of changes and ensure the system is being used effectively, including for the analysis of simple datasets.

To maximise the gains from OV, further efforts are required to ensure all school heads have access to OV and avoid duplication that arises when paper-based data collection is still being conducted. Mobile OV officers (or specifically trained SIOs) may be able to assist in bridging this connectivity gap. Consideration of an offline version or mobile

<sup>54</sup> <http://blogs.worldbank.org/edutech/10-principles-consider-when-introducing-icts-remote-low-income-educational-environments>

<sup>55</sup> UNESCO, ICT in Education Toolkit series

<sup>56</sup> An ICT study was flagged in the VESP Annual Plan for 2018

<sup>57</sup> <http://docplayer.net/49708804-The-kiribati-tablet-trial-implementation-plan.html>

<sup>58</sup> [http://dailypost.vu/news/launching-of-notemaster-training-in-vanuatu/article\\_22f7df28-3ae3-57f6-834f-a3ac4cb6b0ce.html](http://dailypost.vu/news/launching-of-notemaster-training-in-vanuatu/article_22f7df28-3ae3-57f6-834f-a3ac4cb6b0ce.html)

<sup>59</sup> In 2018, these technology pilots will be evaluated by the Vanuatu Telecommunications and Radiocommunications Regulator (TRR) and provide valuable insights on future approaches to technology in schools. See <https://www.trr.vu/en/telecom-industry/universal-access/ict-programs-under-uap>

<sup>60</sup> <https://bloomlibrary.org/landing>,

<sup>61</sup> <http://www.africanstorybook.org/>

OV application should be a priority for Phase II. With support through GfG, there may also be scope to partner with the Office of Government Chief Information Officer (OGCIO) through its Universal Access Policy to prioritise access for those schools currently without access to internet.

OV should be used as much as possible to not only receive information from schools but also convey information to the school level. Information from the VANSTA 2017 is an example of how OV could be used to convey user friendly analysis of results to schools to inform teaching strategies and identify teacher professional development needs. Furthermore, OV or the MoET website (or both platforms) should provide schools with quick access/links to materials that are in electronic form such as readers, teacher guides and syllabus.

To inform progress against outcomes, VESP Phase I has supported the evaluation of several MoET activities and trials including *the Curriculum Monitoring and Leadership Study*, the *Yia 6 klas 1* campaign and the Distance diploma trial for untrained teachers. This approach reduces the burden on MoET to evaluate all activities and has provided good information on what is working. There has been a large amount of evidence generated through Phase I (See Annex 13: List of relevant documents and link). In future, there needs to be greater access to, and emphasis placed on, MoET involvement in monitoring and evaluation (M&E) and learning from this evidence base. Many MoET officers were unaware of some of the key findings from these studies, which means it is unlikely the information is being used to shape or inform policy and work plans.

### **Communicating policies, learning and celebrating wins**

To achieve long-term gains, effective and strategic communications need to be embedded across all MoET work units and be supported at all levels. Just as M&E will be ‘everyone’s job’, so too will be the need to consider communicating results, policies and achievements to relevant audiences (MoET, other government agencies, PEOs, schools, communities). Approaches will support MoET to tailor messaging to the audience, informed by evidence and planned for optimal impact, and communicated using different platforms at different levels, trialling new and innovative practices and technologies to find what resonates with the target audience.

In line with increased school-based management, SIOs along with school leaders will be supported to develop community engagement strategies tailored to the needs of specific communities that have the dual purpose of enhancing communication both from a bottom up and top down perspective. For example, communities will be consulted on the best ways to address local problems such as limited engagement by fathers in children’s education. Incentive grants in selected provinces (see Piloting provincial partnerships) will test these local solutions to local problems.

Data collected through the Monitoring, Evaluation and Learning (MEL) framework (quantitative and qualitative) will inform communications and be used as an opportunity to communicate results from investments. Lessons learned from the *Yia 6 Klas 1* and Early Learning Advocacy Campaign (ELAC) will inform approaches to Community awareness campaigns.

Phase II will support MoET officers at all levels to resource communications as part of all activity implementation. For example, VESP Phase II will play a crucial role in supporting teachers to transition from the vernacular or Bislama to French or English. Given the confusion among some teachers and provincial officers, more effort will be required to ensure appropriate and consistent messaging around how the language policy is conveyed to all teachers, principals, provincial education officers (PTs, SICOs and SIOs) and communities.

### **Responding to natural hazards**

Given Vanuatu’s vulnerability to extreme weather events and natural hazards, VESP Phase II will integrate DRR principles into support provided at both the national and provincial levels. This will include supporting the review of the Education in Emergencies policy, consolidating work that has been done by various regional programs and NGOs on DRR and working closely with future programs supporting DRR and climate change in the region (see Links to other programs). Phase II will also support MoET to strengthen the Education Cluster (and collaborate with the Gender and Protection Cluster) and improve communication and timely decision-making during times of disaster.

To minimise disruptions to schooling often caused by natural hazards, VESP will work with MoET to develop a local ‘standing offer’<sup>62</sup> for services related to school reconstruction. The agreement (held by the VESP managing contractor) would enable rapid access to local suppliers that could undertake post-disaster assessments, provision

<sup>62</sup> DFAT frequently uses Standing Offers for procuring goods and services . See <http://dfat.gov.au/about-us/business-opportunities/tenders/Pages/standing-offers.aspx>.

of supplies and local construction services to school sites across Vanuatu. Though a local open tender, VESP Phase II would work with MoET to establish the standing offer in the first 12 months to improve the ability of MoET, Australia and other donors to respond within a timely and effective way. Potential service providers would emphasise the need to build back better, meet MoET's minimum quality building standards and consider DRR, gender and people with disabilities in their approach. Funding to operationalise the contract (in the event of a natural disaster) would be additional to the current VESP Phase II budget and the mechanism would need to have the potential to receive funding from MoET and/or other donors.

The DFA with MoET will remain a mechanism through which additional funding for disaster responses can be channelled quickly to the school level, using the school grants systems and processes.

### **Piloting provincial partnerships to find local solutions**

To date Australian Government investment in basic education in Vanuatu has supported MoET to deliver on its Corporate Plan priorities through a hybrid model of aid including technical assistance to the MoET at the central level, with direct and external financing of various strategies and sub-sectors through a managing contractor. However, some significant "sticky" development challenges remain in the education sector. The NSDP calls for new ways of thinking about and implementing development strategies, and MoET's interim VETSS strategy (2017-2018) highlights the need for re-structuring and devolution of MoET functions to improve the level of direct support services to schools and teachers. Through greater support for provincial level officers and school leaders, VESP Phase II will support increased devolution, integration and locally-driven reform that can improve learning outcomes for children.

Through a stronger focus on technical resources and politically informed programming at the provincial level, Phase II will help support MoET's devolution strategy by identifying efficiencies, avoiding duplication, streamlining processes and supporting improved systems and practices for teacher management and delivery of education services guided by national and provincial priorities across all provinces. Building on the strengthening of MoET systems under Phase I, there are opportunities to support greater integration of VESP provincial activities with broader provincial education responsibilities, particularly activities related to monitoring, mentoring and follow-up. Through facilitated planning and prioritisation, provincial education officers will be supported to integrate VESP and non-VESP supported activities and budgets to leverage VESP funding, particularly related to outer island travel and activities. This integration will support improved management of the whole provincial budget (not just VESP funds) and be subject to fit for purpose reporting and acquittals.

To find local solutions, VESP Phase II will facilitate a competitive and demand-driven selection process to initially identify up to two provinces interested in overcoming current barriers to improved learning outcomes.<sup>63</sup> With MoET national level oversight, VESP will partner with the PEOs of selected provinces. Selected PEOs will receive support to pilot new ways of working at the local level.<sup>64</sup> In selected schools and in line with a problem driven iterative adaption model,<sup>65</sup> Phase II will support school leaders, teachers and SIOs to identify solutions to local problems impacting learning in schools. VESP will trial new ways of working with school leaders, identifying opportunities to support strategic, collective and political processes at the school and provincial level<sup>66</sup> to make positive change happen. By working at the school and provincial level and creating an enabling and incentivising environment for reform momentum, it is anticipated that VESP Phase II will be more effective in both identifying and supporting opportunities to address "sticky" problems or institutions inhibiting positive changes that impact on access to education and improved learning outcomes. VESP Phase II can promote change by supporting local actors to create a narrative that offers alternative approaches to addressing challenges while remaining sensitive to cultural norms, power and hierarchies.

Monitoring will be an integral part of the whole process (from start to finish) including the competitive selection process and will be used to refine and scale-up successful approaches.

As part of the partnership selection criteria, PEOs and their officers will need to demonstrate an appetite for, and

<sup>63</sup> A similar competitive approach at the provincial level has been successful for the Vanuatu Skills Partnership. Panel members for this selection should be from GoV, with DFAT as an observer.

<sup>64</sup> Additional support for selected province will be done in collaboration with the PEO and MoET to foster ownership over the pilot. This might look different for different provinces, depending on the needs and priorities of the PEO.

<sup>65</sup> Andrews, M., Pritchett, L. and Woolcock, M., 2012. "Escaping Capability Traps through Problem-Driven Iterative Adaptation (PDIA)." CGD Working Paper 299. Washington, D.C.: Center for Global Development.

<sup>66</sup> Known as 'Developmental leadership': see <http://www.dlprog.org/publications/inside-the-black-box-of-political-will.php> (Accessed March 2018)

commitment to, positive change as well as a tangible co-contribution. The selection process will include identifying partner schools, with school leaders that demonstrate a mutual commitment to the pilot. To be agreed with MoET, suggested criteria for provincial partnerships include:

- Provincial Education Officers and SIOs with demonstrated leadership or leadership potential and a proven commitment to new ways of working at the school level;
- SIOs based at schools and a demonstrated commitment to share current and future support resources within zones;
- a list of indicative school zones and potential target schools that have school leaders enthusiastic about tackling local problems with local solutions; and
- merit-based recruitment of provincial officers and school principals.

As part of the selection process, co-contributions towards the pilot will be confirmed. This could include schools willing to support teachers and SIOs, potentially through resourcing in part from school grants, in-kind support such as office space for SIOs, time for teacher professional development outside school hours and a commitment to organising and participating in learning events.

#### *Local Action Plans*

Within the pilot provinces, VESP will partner with the PEO and selected schools and teachers, SIOs, Provincial Trainers and school principals (within existing governance mechanisms). The objective of the pilots will be to improve teaching practices and learning outcomes. Problems will be identified collaboratively, and this group will be supported and coached to try new ways of working (in terms of teaching, community engagement, communications and school-based management) to address these problems. The process will be documented and agreed through locally generated action plans that outline what will be achieved within a school and how positive approaches and outcomes from the partnership will be promoted, shared and replicated within schools and between zones/clusters.

#### *Piloting of local solutions*

Within these pilot provinces, supplementary to the school grants, incentive grants will be made available on a competitive basis for local action plans identifying local solutions related to priority areas such as:

- inclusive education (Disability, OOSC);
- improving school readiness (ECCE);
- teacher professional development (and implementation of the National Teacher Development Plan);
- consolidating curriculum reforms and strengthening assessment systems;
- implementation of the language policy;
- school based management;
- school disaster preparedness; and
- use of ICT for learning.

Proposed analysis on some of the above issues along with revisions to the Gender Equity and IE policies will help inform the design of local pilots.

Incentive grants will be managed initially by the managing contractor, with the potential for this to be taken over by MoET over time.

#### *Monitoring and feedback*

Using practical and cost-effective strategies, provincial officers will be supported to monitor progress throughout the pilot. While reporting will be against the local action plan, a process for continuous feedback from the school to the PEO that promotes ongoing learning and adaptation will be established at the pilot's inception. The pilots will be costed to support the potential for replication. It is expected that outcomes and learning from the pilots will be used to inform and support policy implementation at higher levels and enhance the effectiveness MoET's strategies. Success will be communicated through various forms of media at school, provincial and national levels to build a bottom up, locally-owned push for what works and what is needed to improve teaching practices and child learning outcomes. Future decisions to partner with additional provinces will be based on evidence of effectiveness and MoET co-contributions.

## Performance Payments

Subject to an upcoming Fiduciary Risk Assessment, performance payments (in the form of budget support or matching funds<sup>67</sup>) to MoET through the DFA will be considered over the course of Phase II to encourage increased and sustained MoET funding to provincial levels and achievement of results such as learning outcomes articulated in the Monitoring, Evaluation and Learning (MEL Plan).

Annex 3 provides more detail on the Program Logic. Key changes between Phase I and Phase II are outlined in Annex 5.

## Options for scaling up during VESP Phase II

The donor landscape in the education sector in Vanuatu is constantly shifting with the potential for new players to enter and/or additional funding from other donors to emerge in the short to medium term, including following significant natural disasters. There are several areas where VESP Phase II could be expanded should additional donor support or DFAT funding materialise, including:

- School infrastructure, particularly prioritising urban schools, where overcrowding is disrupting learning. Infrastructure investments will engage communities, be in line with DFAT's accessibility guidance, integrate DRR principles and model appropriate water and sanitation facilities and practices.
- Subject to the successful piloting of provincial partnerships, additional funding could expand provincial pilots and incentive grants to additional schools and other provinces; and
- Additional support for MoET to operationalise the Education in Emergencies policy at the provincial and school level.

The managing contractor will need to be flexible to accommodate an expansion in scope, should additional funding become available.

## Cross-Cutting Issues

There are a number of important cross-cutting issues that will be addressed through VESP Phase II and integrated across program activities and approaches. Key approaches to addressing these cross-cutting issues are outlined in Annex 4 and summarised below –

**Innovation and the Private Sector:** opportunities include supporting connectivity in all primary, secondary and early childhood education facilities; contextualised Mobile Learning Applications to support teachers and complement learning in the classroom; externally funded innovation funds and DFAT's Business Partnership Platform to promote partnerships and innovation in education service delivery; exploring collaborative approaches to the production of contextually appropriate curriculum and teaching materials unique to Vanuatu; providing supplementary incentive grants at the school level to tackle local problems; and trialling innovative approaches to professional development and school resourcing.

**Gender Equality and Disability Inclusion:** using analysis on barriers to access; supporting implementation of GoV's policy commitments to gender equality and disability inclusion; conducting community outreach activities that aim to support increased awareness of the importance of IE and influence community perceptions about gender issues and disability inclusion; supporting integration of "*Gudfala Laef*" resources into the primary curriculum, which focuses on healthy relationships, positive gender messaging and promoting positive attitudes to people with disabilities; mainstreaming gender-sensitive and disability-inclusive programming into all training, including inductions for provincial officers and school principals, in-service and pre-service teacher training; continuing to support a Women's Leadership network within MoET and links with the Australia Awards Women's Leadership Initiative<sup>68</sup> to promote women in leadership roles; updating the VESP Gender and Social Inclusion strategy to include a focus on strategies for the retention of boys and girls in school at critical junctures in the education cycle based on analysis of barriers to access and retention.

**Climate Change and Disaster Risk Reduction (DRR):** supporting ongoing integration of climate change and DRR topics in community engagement and curriculum; supporting MoET to help the education sector withstand shocks; supporting implementation of MoET quality standards for school infrastructure investments, the school

<sup>67</sup> Options for a mix of aid modalities in Vanuatu were discussed in the concept paper by Mick Foster, "The scale and modality of Australian ODA to Vanuatu 2012/13 to 2016/17, ODI.

<sup>68</sup> <http://dfat.gov.au/people-to-people/australia-awards/Pages/australia-awards-womens-leadership-initiative.aspx>



reconstruction 'standing offer' and NSIDP that consider both climate change and DRR; flexibility to absorb additional donor funds for disaster response; development of school safety plans with school heads and working with MoET to identify other donor funding to enable at least one school structure (within the school) to be built to withstand a Category 5 cyclone.

**Communications:** support for a strengthened emphasis on communications at all levels through a dedicated communications team and embedding communications across MoET work units and VESP Phase II; communicating policies and their rationale at all levels (national, provincial and school/community); promoting achievements and results through the use of multiple communication platforms to provide tailored messaging for different audiences; promoting IE at provincial and community levels; supporting schools to communicate effectively with parents and communities on results, priorities and the allocation of funding.

**Sustainability:** aligning support to MoET's policy and reporting framework; strengthening linkages and coordination between different parts of the education system; working through partner financial systems through a DFA for school grants; working at the provincial level to support local solutions to local issues and replicate/scale-up successful approaches; developing a localisation and local empowerment approach to technical assistance through the program; continuing to support strengthened budgeting and planning at the national and provincial level to embed education reforms; catalysing change through working politically and promoting ownership through incentivising action and the achievement of results; working with MoET to develop a sustainability matrix.

## Links with other Australian aid programs

VESP Phase II is part of the Australian government's portfolio of investments delivered in cooperation with GoV, guided by the Vanuatu Aid Investment Plan (2015-19). VESP Phase II will leverage a number of Australia's aid programs to support the achievement of VESP outcomes and further strengthen the enabling environment for education reforms. Specific programs this investment will link with include:

**Governance for Growth (GfG):** this program supports economic governance and public financial management (PFM) reforms in Vanuatu working with a range of government agencies (primarily MFEM and PMO) to strengthen economic and regulatory reform and public sector management. VESP Phase II will leverage PFM expertise to strengthen PFM in the education sector at the national and provincial levels and address sector wide constraints to education service delivery.

**Vanuatu Skills Partnership (VSP):** this program aims to better align skills development with priority economic areas through technical vocational and education and training to increase opportunities in the informal sector and transition to the formal sector. VESP Phase II will learn from approaches to working at the provincial and community level that have been successful, and leverage VSP training in gender, disability inclusion and other cross-cutting issues for provincial MoET staff. In addition, VESP Phase II support for developing financial, management and leadership capacity will support VSP, which also works closely with Provincial Education Offices. VESP Phase II will identify synergies with VSP at the provincial level, in particular, supporting priority skills development at the school level and collaborative trainings that aim to strengthen local leadership, promote cross-cutting issues and strengthen linkages between schools, skills development and employment at the provincial level.

**Australia Pacific Technical College (APTC):** APTC offer a range of vocational courses in high demand fields of study including the Certificate III in Education Support and Certificate IV in Training and Assessment for teachers in Vanuatu. VESP Phase II will support graduates of the Certificate III in Education Support to apply and develop their skills in the classroom to support learning outcomes for children with disabilities (including learning difficulties) and strengthen teaching practices more broadly.

**Australia Pacific Climate Change Adaptation Program (APCCAP):** the new APCCAP program will be well placed to provide support for the integration of climate change and disaster risk reduction considerations within VESP Phase II, including the provision of expertise for curriculum development, tools for teacher training in climate change and disaster risk reduction and assessment of risks to inform government decision-making.

**Pacific Women Shaping Pacific Development:** VESP Phase II will work with the Pacific Women Shaping Pacific Development program to identify opportunities to integrate gender equality into VESP Phase II approaches and activities, in particular in relation to supporting women's leadership at the school level and ending violence against women and girls. VESP Phase II will work with DFAT Post and relevant local and regional *Pacific Women* programs, such as the forthcoming Balance of Power program, to identify potential synergies and links.

## Non-Government Organisations:

- **Save the Children Education Portfolio:** As the education cluster co-lead in Vanuatu, Save the Children support education disaster preparedness and response initiatives and implement a child safeguarding project to support children's safety in the event of a disaster and ensure children are able to access quality education during and emergency. VESP Phase II will work with Save the Children and other NGOs to identify opportunities to support community preparedness and response at the provincial level, such as through the integration of DRR into curriculum materials and school and community initiatives (e.g. school safety plans).
- **Gudfaela Laef (World Vision):** VESP Phase II will continue to support the integration of gender-sensitive curriculum materials and modules that promote healthy relationships and gender equality. The program will work with World Vision and MoET to introduce the *Gudfaela Laef* materials (funded through the DFAT Gender Equality Fund) into the national curriculum.
- **Pacific Risk Resilience Program (PRRP)** was a multi-year initiative (2012-2017) working in Vanuatu and other countries that experience economic losses as a result of disasters on an annual basis. The program was implemented by UNDP and Live and Learn. The program has helped to integrate risk into national budgeting and planning processes in Vanuatu. Equally, it has helped national and sub-national government organisations work closely and carry out a climate public expenditure and institutional review (CPEIR) in Vanuatu. VESP Phase II will build on the knowledge gained through this investment.

## Program Duration and Budget

VESP Phase II and Australia Awards is a five year program with a total budget of approximately A\$25.5 million for its first three years.

2019-2021 budget for VESP Phase II is approximately A\$19.5 million (approximately A\$6.5 million per annum). The budget for Australia Awards in Vanuatu is approximately A\$6 million (approximately A\$2 million per annum).

However, of the total Australia Awards budget, approximately A\$5.1 million will be provided directly to universities and will not be managed by the Managing Contractor. The total Australia Awards budget managed by the Managing Contractor will be approximately A\$0.9 million over three years.

The budget is subject to Australian Government annual appropriations and it may be adjusted to absorb additional funds for disaster responses and/or contributions from other donors.

# 6. IMPLEMENTATION ARRANGEMENTS

## Delivery Approach

Over the last decade, several aid modalities have been considered and used to support MoET improve education outcomes. These have included direct financing of a sector-wide approach, outsourcing service delivery to NGOs and the local private sector, managing contractors and or a combination of these modalities. Direct financing of the whole sector spread donor resources thin and proved too much of a burden on MoET's systems which lacked the human resources to manage and implement concurrently. Use of a managing contractor during VESP Phase I that focused on targeted areas of support has enabled DFAT to focus more at the policy dialogue level on issues of mutual strategic importance such as universal access and improving learning outcomes. Direct financing of selected aspects has promoted ownership and improved financial management. These modalities complemented each other well in VESP Phase I, with an appropriate level of strengthening and working through partner government systems and adequate oversight and accountability mechanisms.

VESP Phase II and Australia Awards will be delivered through two main aid modalities – a Direct Funding Agreement (DFA) with MoET for School Grants for K and Years 7-10; and a contract with a managing contractor selected through a competitive, open tender process (see Annex 6 for more detail on procurement arrangements and transition from Phase I to Phase II). While ECCE activity funding was previously through the DFA in Phase I, this has proved challenging and human resources are too limited for this to continue in Phase II. To improve efficiency, support an increased focus at the provincial level and reduce potential fiduciary risks, ECCE support will include school grants for Kindergarten (through the DFA) and technical assistance, management and activity support through the Managing Contractor. Over time, as MoET capacity increases, support for ECCE through the DFA may increase.

Increased direct financing will be considered throughout Phase II along with other modalities, including opportunities for results-based aid (or similar) to address some areas of strategic mutual interest (See Annex 10: Value for Money). It is envisaged that at the end of the second year of the program, funding modalities (Managing Contractor vs DFA) will be reviewed to assess the appropriateness and efficiency of the balance of funding modalities and consider the introduction of performance payments (results-based aid) for MoET. The program will also need to be flexible to shift the balance of support between national, provincial and school levels based on the political environment and opportunities to enhance effectiveness. Through ongoing policy dialogue with MoET and central agencies, greater outsourcing of MoET functions during Phase II has the potential to achieve efficiencies and improved service delivery, if well planned and resourced.

Based on early indications and preliminary assessments<sup>69</sup>, the outsourcing of Australia Awards to a Managing Contractor has reduced the administrative burden for DFAT and increased overall efficiency. As a result, management of Australia Awards will be contracted to the selected Managing Contractor for VESP Phase II and managed under a single contract for the two programs. It is expected that this approach will streamline management and support links between the two programs. Australia Awards will also involve direct funding agreements with universities for on-award costs.

## Management & Governance

Building on the governance arrangements under Phase I, the next phase will maintain a similar Steering Committee membership: senior executive of MoET and the First Secretary and Senior Program Manager from the Australian High Commission. The Steering Committee will convene every two months to review program progress, discuss key program risks and facilitate decisions related to planning, reporting and budgeting. Every second meeting will explore and reflect on a specific thematic issue related to education (such as inclusive education, school grants, language policy, etc.) to promote learning and collaboration across work units. Key staff from other Ministries (e.g. sector analysts from MFEM and PMO) will be invited to attend specific Steering Committee meetings that have a focus on issues relevant to their work. The Managing Contractor will provide secretariat support for Steering Committee meetings and hold fortnightly meetings with DFAT staff to provide regular updates on the program. Other ad-hoc meetings with the Minister, Director-General, Directors and other key officials will be scheduled as required.

A Subsidiary Agreement for VESP Phase II (and Australia Awards) will set out responsibilities and mutual accountability principles of the new phase of partnership. The Agreement will establish key milestones for funding school grants for Kindergarten and Years 7-10, with MoET gradually taking over full financial responsibility for school grants for Kindergarten to Year 8 by the end of 2021 and through to Year 10 by the end of 2023 (see Attachment B). Potential performance payments may be introduced over the course of Phase II to encourage increased and sustained MoET funding to provincial levels and achievement of results. To ensure certainty and consistency of funding at the school level, any performance payments will be additional to a base level of DFA funding agreed for school grants.

DFAT will have overall responsibility for managing relationships, priority setting and communications with GoV, including taking the lead on policy dialogue. The Managing Contractor team will work in close collaboration with MoET and provincial education offices to develop and implement program activities and support DFAT's engagement at the national level. DFAT will work closely with MoET to identify information needs and evidence requirements, such as case studies and policy briefs, to support broader education policy reforms and a conducive enabling environment. DFAT roles and responsibilities may evolve over time, based on changes in MoET's performance, achievements and functions. The mid-term review early in the third year of implementation provides a good opportunity to review and confirm roles and responsibilities of DFAT and MoET.

The managing contractor will support coordination between national and provincial level government and the ongoing development of provincial education plans and SIPs, particularly in provinces where the program is piloting targeted, intensive support for teaching and learning outcomes at the school level for broader MoET replication and resourcing. All technical advisers will be required to provide regular reports to the Team Leader to ensure all staff and stakeholders are up to date on program activities and maintain a consistent, politically informed, coordinated and strategic approach across program focus areas.

<sup>69</sup> The outsourcing of the Australia Awards management through the VESP Phase I Managing Contractor started in October 2017.

Specific management and governance arrangements for Australia Awards are detailed separately in the Australia Awards in Vanuatu design at Attachment A.

## Resourcing and Recruitment

The Managing Contractor will identify the following specified personnel (see Annex 7 for Terms of Reference for Specified Personnel):

1. Team Leader (LTA)
2. Curriculum Adviser (LTA)
3. MEL Adviser (STA)

The Managing Contractor will propose additional personnel and advisers with the appropriate soft skills, along with technical, management and operational skills required to deliver the program and ensure a smooth transition from VESP Phase I to VESP Phase II (see Annex 8 for Phase I organisation chart). All positions require the following competencies in addition to the respective position specific competencies:

- ability to think and work politically, collaboratively and effectively at a range of administrative levels in a cross-cultural setting;
- ability to design and implement capacity development and skills transfer activities;
- strong oral and written communication skills and good interpersonal skills;
- understanding of social inclusion issues;
- willingness to travel within Vanuatu, including significant periods of time based in other provinces; and
- capacity to provide colleagues with supportive advice, mentoring and modelling, with a commitment to participatory ways of working.

Terms of Reference for all personnel will be finalised with DFAT during the transition phase of the program. The Managing Contractor will need to consider current resourcing under Phase I against resourcing needs for Phase II, taking into account that while the approach in Phase II is a continuation of Phase I, there are new approaches, including a stronger focus on the provincial level and direct support to schools and teachers, as well as an increased emphasis on communications, community engagement, social inclusion and localisation. Support and management staff for Australian Awards will be considered as well.

Australian High Commission staff responsible for management and overseeing implementation of VESP Phase II and Australia Awards in Vanuatu includes a First Secretary (approx. 0.3 FTE), Senior Program Manager (approx. 0.4 FTE) and two Program Managers (approx. 0.5 FTE each).

The First Secretary and Senior Program Manager will attend Steering Committee meetings, ad hoc meetings with MoET and other meetings with stakeholders as required. The Senior Program Manager and Program Managers will meet regularly with the managing contractor and the First Secretary will join these meetings as required.

An independent Strategic Advisory Support Panel will be engaged by DFAT to provide support to Australian High Commission staff on technical issues (such as ECCE, school financing, education in emergencies, curriculum reform) and on influencing policy reform, coordination with other key government agencies and integrating evidence and learning into policy and program implementation in a Vanuatu context. Experts from the Panel will be drawn on to ensure a politically informed lens is adopted and to support DFAT to identify opportunities to engage with GoV on areas of mutual strategic interest, efficiencies to be gained from engaging across the aid program and the potential to seek greater leverage from VESP funding. In line with DFAT's Aid Investment Plan, broader policy priorities, such as promoting an education system that supports pathways to jobs and growth, rationalisation and outsourcing, will be prioritised in policy dialogue with MoET, MFEM and PMO.

## Monitoring, Evaluation and Learning

The VESP Phase II program logic outlines the key outcomes expected to be achieved over the next five years of Australian investment in education in Vanuatu. During the first six months of implementation, the managing contractor will review and confirm the program logic and causal mechanisms with DFAT and MoET and develop a MEL Plan based on the program logic and aligned with MoET's information, monitoring and reporting systems and Corporate Plan. The MEL Plan will also be guided by the NSDP to ensure a clear line of sight between VESP results and broader, long-term GoV priorities and objectives. The MEL Plan will build on the M&E Plan developed under

Phase I (see Attachment D), recognising that significant work was conducted during Phase I to align the program M&E with MoET's key priorities and strategies.

The MEL Plan will be developed at the start of implementation by the Managing Contractor. The MEL Adviser will work with program personnel, DFAT and MoET to develop the MEL Plan which will be reviewed and approved by DFAT, with input from MoET. The final MEL Plan will be accessible to all key stakeholders and reviewed at year two of the program to ensure it remains relevant and responsive to any changes in program direction.

The MEL Plan will support specific requirements of the new phase and will shift away from monitoring and measuring activities. Responding to the recommendations in the Phase I mid-term review, Phase II will have a stronger focus on monitoring and measuring outcomes and outputs, including unintended outcomes. To support a focus on outcomes, the MEL Plan will expand the range of tools and methods used to assess progress and ensure a balanced approach to quantitative and qualitative data collection. Program pilots will require their own MEL plans, that link to the broader program MEL Plan, to ensure knowledge and learning from pilots is captured through tight feedback loops and used to inform implementation and the scale-up or replication of pilots.

Recognising that program outcomes will only be achieved with a clear policy dialogue and reform agenda that is driven by evidence-based data sets, the Managing Contractor will develop and regularly update a Policy Dialogue Reform Agenda to support policy dialogue between DFAT and MoET. This agenda, outlining key policy and budget reform issues, key stakeholders and the role of DFAT personnel, will be based on and informed by information collected through program monitoring, evaluation and learning activities; student assessment data from VANSTA and PILNA; and data on teacher quality garnered through the ACER teacher quality evaluation.

Phase II will involve a strengthened and purposeful focus on learning through the MEL Plan. This will aim to support improved program management and implementation decision-making; support funding efficiencies; contribute to MoET's broader monitoring and learning objectives; encourage a culture of evidence-based planning and policy reform; and inform communication needs and strategies. Phase II will require deeper analysis and evaluation of program implementation results to develop credible evidence and learning that is used to inform activities and program approaches. In addition, Phase II will seek to build a culture of trust among key stakeholders (program personnel, MoET and DFAT) that allows the program to fail and learn from failure and cease activities that are not contributing to the achievement of outcomes. The MEL Technical Reference Group established in Phase I should be revitalised to guide and promote learning from monitoring and evaluation activities within the MoET.<sup>70</sup>

A key focus of the MEL Plan will be to monitor and assess progress towards more inclusive education through quantitative and qualitative data collection on social inclusion. Key quantitative approaches will include continuing to disaggregate and arrange data by geography (province), school level (ECCE, primary, secondary), age, gender and disability. Other data disaggregation may be used to inform program approaches. Qualitative approaches could include case studies and stories of change. Further detail on MEL is at Annex 9.

## Reporting and Communications

VESP Phase II will report on measured and attributable progress every six months, consistent with DFAT's M&E Standard 3.<sup>71</sup> These progress reports to DFAT will use agreed Key Performance Indicators (KPIs) linked to the MEL Plan to report progress and change including projected change, cumulative change, and changes over the six-month reporting period. Qualitative information will be used to explain why the changes occurred and what the changes mean in terms of progress. In addition, any required changes or adjustments to forward planning and activities will be outlined. Six-monthly progress reports will be presented at Steering Committee meetings, with management responses tabled in the minutes. All reports will be concise<sup>72</sup> to ensure they are reviewed and are used to inform program implementation.

The managing contractor will promote improved collaboration between MoET's M&E and Communications staff, to develop targeted communication tools and products for a range of stakeholders. Communication products will use a range of platforms to promote program achievements as well as behaviour change required through broader MoET education reforms (through infographics, public awareness materials (such as brochures, videos, radio segments), dashboard reports, social media, etc). All research, analysis and evaluations supported by VESP Phase II

<sup>70</sup> Individuals within MoET have advised that the Technical Reference Group was highly appreciated and useful in VESP Phase I.

<sup>71</sup> See: <https://dfat.gov.au/about-us/publications/Documents/monitoring-evaluation-standards.pdf> [Accessed February 17, 2017].

<sup>72</sup> It is recommended that Six-Monthly Progress Reports are not longer than 15 pages in length.

will be publicly available via either the MoET website or VESP Phase II program website. The managing contractor will also provide public diplomacy material for DFAT on Australia’s contribution to the education sector in Vanuatu.

VESP Phase II program planning and reporting requirements are outlined in the table below:

**Table 2: Program Planning and Reporting**

Report	Content and Format
Transition/Inception Report	<p>A short, concise document submitted to DFAT outlining:</p> <ul style="list-style-type: none"> <li>• achievements during the transition and inception phases of the program</li> <li>• early implementation plans, activities and outputs</li> <li>• any identified issues and risks</li> </ul>
Annual Plan	<ul style="list-style-type: none"> <li>• Work Plan and budget</li> <li>• MEL Plan</li> <li>• Outline of approach to development/refinement of key program strategies including social inclusion strategy, learning strategy, localisation strategy and communications strategy</li> </ul>
Field Monitoring Reports	<ul style="list-style-type: none"> <li>• A summary of findings submitted to Team Leader at the end of a monitoring visit</li> </ul>
6-monthly Progress Report	<ul style="list-style-type: none"> <li>• A concise document submitted to the Steering Committee outlining progress towards achievement of outcomes; KPIs; challenges and risks; plans for the next 6 months</li> </ul>
6-monthly Sector Update	<ul style="list-style-type: none"> <li>• A concise report outlining key issues, opportunities and achievements within the education sector in Vanuatu that can be used by DFAT/AHC to update DFAT Canberra. This report will update progress against the Policy Dialogue Reform Agenda and other key changes (eg. significant staffing changes) in the sector</li> </ul>
Exception Reports	<ul style="list-style-type: none"> <li>• Submitted to DFAT on an ad hoc basis as required during implementation to advise DFAT of any major unforeseen or emerging issues or publicity likely to impact (positive and negative) on the program and/or the Australian Government</li> <li>• Proposed responses to such issues will also be described</li> </ul>
Program Completion Report	<ul style="list-style-type: none"> <li>• An assessment of the performance of the VESP Phase II against end-of-program outcomes</li> </ul>

## Value for Money

It is anticipated that VESP Phase II will provide increased efficiency and economical use of Australian Government funding. As documented, Phase I has achieved demonstrable results across the education sector and strengthened diplomatic relations between GoV and Australia. Phase I has supported a strong enabling environment for the implementation of effective policy reforms and effectively leveraged GoV funds for school grants. The new phase of the program will continue to provide value for money by maximising the impact of Australia’s investment in education in Vanuatu including identifying opportunities for results-based aid to incentivise increased funding efficiency and sustainability of the education sector in Vanuatu (see Annex 10 for further details).

## Risk Management & Safeguards

Key risks and mitigation strategies based on a preliminary assessment are outlined at Annex 11. A preliminary Safeguards Screening Checklist is at Annex 12. Key risks and safeguard issues are summarised in [Table 3](#) below.

The overall risk rating for the program is low-risk. During the inception phase, the managing contractor will use the matrix as the basis for developing a more comprehensive risk management plan. The risk management plan will be reviewed regularly by the program management team and will guide implementation, ensuring early identification and management of potential risks.

**Table 3: Summary of Key Risks**

Risk	Mitigation measures
Changes in government / Minister / DG resulting in changes to GoV priorities, loss of momentum on key reforms, delays to implementation and inability to achieve program outcomes.	<ul style="list-style-type: none"> <li>• Close engagement with MoET and other Ministries to maintain visibility of emerging priorities, reduce risk of delays and plan for potential changes in priorities.</li> <li>• Work closely with MoET to manage competing priorities and maintain focus on program outcomes.</li> </ul>

	<ul style="list-style-type: none"> <li>• Enhance communication of program achievements.</li> <li>• Provide early, targeted briefing for new Ministers / senior officials.</li> </ul>
Natural disaster disrupts implementation / causes damage to infrastructure, putting pressure on MoET's budget and the program to prioritise infrastructure.	<ul style="list-style-type: none"> <li>• Design highlights flexibility and responsiveness to natural disasters.</li> <li>• Encourage and support MoET to work with other donors (eg. WB).</li> </ul>
Proliferation of activities spreads resources too thinly and inhibits progress towards outcomes.	<ul style="list-style-type: none"> <li>• Maintain regular, open communication with managing contractor to address implementation challenges early and focus on outcomes.</li> <li>• Steering Committee provides regular opportunities to discuss and agree on program activities and management actions.</li> </ul>
Outcomes are too ambitious and place too much pressure on an already stretched MoET and/or the program undermines local capacity and sustainability.	<ul style="list-style-type: none"> <li>• Regular dialogue to ensure VESP supports MoET's ambitions.</li> <li>• Focus on localisation and sustainability, including through performance payments and transition of ECCE and supplementary grants from managing contractor to MoET over time.</li> </ul>
Poor adherence to Child Protection Policies, resulting in a child protection incident and reputational risk for the Australian Government.	<ul style="list-style-type: none"> <li>• Stakeholders required to meet MoET's Child Safeguarding Policy (in-line with DFAT's Child Protection Policy).</li> <li>• Child protection policy and guidance tailored to program context reviewed and refined regularly. Contract negotiations will require child-safe recruitment of all personnel, training in child protection and adherence to a child protection code of conduct.</li> <li>• Timely response to disclosure or suspicion of harm to a child and sanctions for breaches of child protection policy.</li> </ul>
Misappropriation of program funds results in a shortfall of funding, disciplinary action against a key stakeholder, a strain on DFAT's relationship with MoET, and distraction from, and delays to, implementation.	<ul style="list-style-type: none"> <li>• Robust fraud reporting systems and processes, including regular financial audits of program expenditure throughout implementation.</li> <li>• Assessment of National Systems and Fiduciary Risk Assessment (underway) will inform how GoV systems can be used. Report recommendations will be implemented and will include regular reporting through Steering Committee meetings and annual external audits.</li> <li>• Training for all personnel, including fraud awareness, at induction and regular refresher training throughout implementation.</li> <li>• Dedicated resources to conduct audits, spot-checks and training for personnel and key partners in identifying and managing risk and fraud.</li> </ul>

The approach to risk management and safeguards will build on the approach developed and implemented under VESP Phase I, which provided a robust and proportional approach to risk management. The managing contractor, MoET and DFAT will be required to collaboratively identify, address and mitigate any emerging, perceived or real risks impacting on program implementation and the achievement of outcomes. Risks will be included in progress reports and communicated early to ensure all stakeholders can contribute to risk management throughout implementation. Any major risks or emerging risks will be tabled in Steering Committee meetings as required. The close relationship between the major stakeholders will ensure communication and dialogue is maintained and that risks and constraints are factored into VESP Phase II planning and implementation.

The Safeguards Screening Checklist will be monitored and updated by the managing contractor, in order to maintain vigilance and awareness of all potential safeguard issues that may arise from implementation. The managing contractor will build on and/or establish guidance on how safeguard issues will be identified, addressed, monitored and reported throughout VESP Phase II.

## 7. ANNEXES & ATTACHMENTS

Annex 1: Lessons learned

Annex 2: Education Context - detailed

Annex 3: Program Logic

Annex 4: Cross-Cutting Issues

Annex 5: Changes VESP Phase I to VESP Phase II

Annex 6: Procurement Arrangements and Transition

Annex 7: Terms of Reference for Specified Personnel

Annex 8: NOT USED

Annex 9: Monitoring, Evaluation and Learning (MEL)

Annex 10: Value for Money

Annex 11: Risk Matrix

Annex 12: Safeguards

Annex 13: List of links to relevant documents from VESP Phase I

Attachment A: Australia Awards in Vanuatu Investment Design 2019-2021

Attachment B: NOT USED

Attachment C: NOT USED

Attachment D: VESP Phase I Monitoring and Evaluation Plan



## Annex 1: Lessons Learned

The following key lessons have been learned through supporting the MoET during implementation of the previous Sector wide approach (VESAP & VERM), VESP Phase I, learning from other education programs in the Pacific, and international research. These lessons include:

**1. Targeted support.** Comparing progress under VESP Phase I and the previous sector wide approach has shown a more targeted approach to funding and capacity development has yielded greater return on investment and more tangible progress towards improved service delivery. VESP Phase I and other DFAT programs (e.g. VSP) have shown that working at the provincial level has the potential to **build a bottom-up**, locally-owned push for what works and what is needed. More broadly, the *Pacific Possible* report recommends that reform efforts and investments in PICs need to be narrowly targeted to achieve results.<sup>73</sup>

**2. Local Leadership.** Evidence shows that school leadership is an essential element of improving learning outcomes, requiring leaders capable of transforming a school environment and creating and supporting conducive conditions for teaching and learning.<sup>74</sup> With the recent devolution of education services to the provincial level in Vanuatu, there will be an ongoing need to develop and incentivise effective leadership among provincial education officers and school principals, including identifying opportunities to support MoET to carry out merit-based recruitment and selection of school principals.

**3. Communications.** Communicating key policies and their rationale at all levels (national, provincial, school and community) is critical to success. Field trips during VESP Phase I show there remains some confusion over the language policy at the local level, which negatively impacts on the implementation and effectiveness of the policy. Effective communication and promotion of successes and achievements from new policies, particularly the use of local language/Bislama, increased enrolments at the right age, and MoET fully funding school grants for grades 1-6, is critical to ongoing implementation and securing local level support for new policies and approaches.

**4. Vernacular and Language transition.** Enabling students to transition to and learn in English or French in a context where it is not their first language, teachers do not speak it well and it is not in common use in the environment is a significant challenge. To transition successfully, a multi-pronged approach is required that includes: strong leadership and support at the school level, high levels of resourcing and resources that target specific, critical stages in the learning trajectory; ensuring young children are orally fluent in their vernacular in the early grades; and building the language proficiency of teachers in the second language (English/French) and their ability to teach a second language.<sup>75</sup> A teacher's attitude towards the use of vernacular and the curriculum is highly correlated with student academic success.<sup>76</sup> If teachers are well trained in areas of pedagogy, language use, and the benefits of bilingual education, they are more likely to be high quality teachers, and this improved teacher quality will positively impact on student performance.

**5. Community engagement.** To communicate messages effectively at the school level, school communities need to be engaged in the reform process and understand the rationale for reforms. For example, it is important communities understand the purpose of national level education reforms, such as the National Language of Instruction Policy and the Inclusive Education Policy, and that parental engagement in children's learning in the home makes a significant difference to student achievement.<sup>77</sup> In addition, school communities have an important role to play in school improvement planning and financial accountability, in particular, oversight of school grants disbursed directly from the national level to schools in Vanuatu.

**6. Monitoring and learning.** In contexts where major education reforms are in their infancy (such as in Vanuatu) and remain fragile, it is critical that robust monitoring and analysis is conducted and used to inform implementation and activities. VESP Phase I has involved a significant amount of 'piloting' to understand what works to support

<sup>73</sup> <http://www.worldbank.org/en/who-we-are/news/campaigns/2017/pacificpossible> (Accessed March 2018)

<sup>74</sup> See findings on leadership in Curriculum Monitoring Study (Attachment B)

<sup>75</sup> Agatha van Ginkel, SIL International. Transitions: Presentation Accessed 6 November 2015

<http://www.mlnetwork.org/sites/default/files/All%20Children%20Reading%20-%20Transition.pdf> cited in Kiribati Education Improvement Program (KEIP) Phase II Investment Design Document,

<sup>76</sup> Scrivener, J. (2009), *Learning Teaching: The Essential Guide to English Language Teaching*. Macmillan Books for Teachers.

<sup>77</sup> Alma Harris & Janet Goodall (2008) *Do parents know they matter? Engaging all parents in learning*, Educational Research, 50:3, 277-289, DOI: 10.1080/00131880802309424

education reforms. This evidence needs to be built on with MoET support and used to inform future programming and policy implementation. Opportunities for sharing learning and reflecting on school management, leadership and teaching practices are required to strengthen a culture of learning at all levels.

**7. Gender Equality and Social Inclusion.** Policies and strategies for mainstreaming gender equality, disability and social inclusion will only be implemented if they are appropriately resourced (budget and human resources) and teachers, school principals and provincial education officers have a firm understanding of these policies<sup>78</sup> and how to implement them. This requires sufficient budget allocation and ongoing awareness, training and mentoring at all levels as well as purposeful strategies and incentives for embedding IE policies and action within school systems, processes and within communities.

**8. Outsourcing.** To improve service delivery particularly at the provincial level, there have been many attempts to outsource across GoV. Results have been mixed and for this reason it is important to reflect on some of the challenges.<sup>79</sup> For outsourcing to be effective, there needs to be a strong understanding of GoV procurement processes and contract management skills among officers. Under VERM, outsourcing of school infrastructure by MoET highlighted issues of fiduciary risk that resulted in MoET systems no longer being used for school infrastructure under VESP. While outsourcing has the potential to fill capacity gaps, extend reach and improve service delivery<sup>80</sup> there needs to be a strong understanding of the political economy to ensure there is genuine commitment to its success.

**9. Unintended consequences.** Potential backlash and adverse impacts from new policies need to be considered and addressed in parallel through targeted activities and mitigation strategies. While increased right age enrolment through the '*6 Yia, Klas 1*' campaign is to be commended, this has anecdotally contributed to overcrowding in early grades for many urban schools due to a lack of school infrastructure and teachers to accommodate increased enrolments. Similarly, ECCE grants have increased awareness and participation in Kindergarten however, there is a perception among some schools that the management of attached Kindergartens is not the responsibility of school principals and that children require a Kindergarten Certificate of Completion to enter primary school. Unintended consequences stemming from new policies should be considered in policy planning, activity design and monitored closely during implementation.

<sup>78</sup> MoET Inclusive Education Policy & Strategic Action Plan (2010-2020); Gender Equity in Education (2005-2015); MoET Child Safeguarding Policy (2017)

<sup>79</sup> Examples of GoV outsourcing services where significant challenges arose include the Village Health Worker program and Strengthening Early Childhood Care and Education, both of which are no longer outsourced.

<sup>80</sup> World Bank. 2017. Pacific Possible: long-term economic opportunities and challenges for Pacific Island Countries (English). Pacific possible series. Washington, D.C. : World Bank Group. <http://documents.worldbank.org/curated/en/168951503668157320/Pacific-Possible-long-term-economic-opportunities-and-challenges-for-Pacific-Island-Countries> (Accessed March 2018)

## Annex 2: Education Context - Detailed

The National Sustainable Development Plan (NSDP) for the period 2016-2030 and serves as the national vision, the country's highest-level policy framework. Quality education forms one of fifteen National Sustainable Development Goals. GoV anticipates that the NSDP goals and policy objectives will be delivered through coordinated and interlinked government planning and service delivery. The interim Vanuatu Education and Training Sector Strategy (VETSS) 2017-2018 continues with the strategic goals of improved access, quality and management developed as part of the Vanuatu Education Road Map (VERM). The interim VETSS highlights thirteen strategies that MoET are aligning to NSDP objectives, which are also reflected in MoET's Corporate Plan 2018-2020 (draft):

**Table 4: Alignment of NSDP with MoET Interim VETSS (2017-18) and Corporate Plan.**

Goal	National Sustainable Development Plan – Objectives	Interim VETSS (2017-2018) Strategies
Access	SOC 2.1. Ensure every child, regardless of gender, location, education needs or circumstances has access to the education system	<ol style="list-style-type: none"> <li>1. Provide Fee Subsidy</li> <li>2. Promote and mainstream Inclusive Education</li> <li>3. Development of proper school Infrastructures and National School Development Plan</li> </ol>
Quality	SOC. 2.3. Formalize early childhood education and life-long learning opportunities within the education system	<ol style="list-style-type: none"> <li>4. Mainstream Early Childhood Care and Education (ECCE)</li> <li>5. Teachers training and development and implementation of a National Teacher Development Plan</li> <li>6. Integrate and consolidate the Curriculum reforms, strengthening assessment systems</li> <li>7. Development and implementation of bilingual/plurilingual education policy and system</li> <li>8. Strengthened Basic and Secondary Education</li> <li>9. Ensuring equitable and inclusive access to a quality assured and appropriately resourced Post School Education and Training system</li> </ol>
Management	SOC. 2.2. Build trust in the education system through improved performance management systems, teacher training, and reliable delivery of quality services	<ol style="list-style-type: none"> <li>10. Promote educational and Training standards, sound legislation, evidence base policy development, strengthening ICT use, planning, budgeting and implement M&amp;E reporting</li> <li>11. Rationalisation of resources</li> <li>12. Re-structuring and Devolution of MoET functions</li> <li>13. Strengthen Governance, partnerships and communications</li> </ol>

*(Source: extract of MoET's Corporate Plan 2018-2020 (draft) and National Sustainable Development Goals, Societal Pillar, Vanuatu National Sustainable Development Plan, P.10)*

The NSDP has also placed significant emphasis on ongoing results-based monitoring and evaluation as part of implementing the plan. In response to this MoET has been quick to resource the Policy and Planning Unit with additional recent graduates in 2018. In addition, mandatory six monthly reporting to the Prime Minister's Office is required on all Government projects greater than 10 million vatu (A\$121,000).

MoET has received an Education Sector Plan Development Grant<sup>81</sup> from the Global Partnership for Education (GPE) to support an education and training sector analysis (ESA), the VETSS 2019-2030 and a review of the 3-year corporate plan. The ESA will identify key challenges and provide evidence for prioritisation and policy development. The new VETSS will be based on the ESA and include a costing and financing exercise as well as an assessment of human capacity to implement the new sector strategy. The VETSS, will also need to align with the priorities of the NSDP.

Australia remains the largest donor in the sector (NZ also provided significant co-investment in VESP Phase I). UNICEF is the grant agent for GPE and has contributed to ECCE programs in PENAMA Province. JICA has contributed annually to school construction. Discussions are ongoing with the World Bank who have also shown interest in infrastructure and piloting quality teaching/learning interventions, potentially from 2020.

<sup>81</sup> The Local Education Group (LEG) endorsed the grant application, prepared with technical support from Australia (the Coordinating Agent) and UNICEF (the Grant Agent) in September 2017.

Other NGOs, often through DFAT funding, are contributing to Gender, Inclusion and Education in Emergencies activities, including World Vision, Save the Children and Live and Learn.

## Problem Analysis

There are significant challenges to the delivery of quality, accessible education services in Vanuatu. Critical constraints to improved education and learning outcomes include: the large number of schools across an archipelago of 65 inhabited islands, a limited supply of qualified, competent teachers and school principals; low numbers of children enrolled at the right age, high repetition rates; large numbers of out-of-school children, including amongst children with disabilities; and a lack of community engagement and involvement in education. Linguistic diversity further compounds challenges and there is significant disparity in education infrastructure and learning outcomes between provinces and schools across Vanuatu. GoV has insufficient revenue to adequately fund education and system inefficiencies and constraints on service delivery capacity mean that schools often lack basic resources.<sup>82</sup> While more government funds are spent on education than other social sectors in Vanuatu, resources remain insufficient to cope with a rapidly growing population and government commitments to the provision of free basic education.

The following analysis of issues in the sector shows that, while significant progress has been made to introduce reforms such as school grants, a new curriculum and language policy, there is still more work to be done to embed, consolidate and refine these reforms so they have a positive impact on learning outcomes and students have the necessary foundation to access pathways to employment.

### *Access to Education stagnating*

Enrolment rates have been relatively stagnant over the last decade<sup>83</sup>, and despite the introduction of school grants, inequality in educational access, right age entry, participation and completion in Vanuatu remain a concern.

- Access to primary school (NER for primary at 79%<sup>84</sup>) is almost 10 per cent lower than the Pacific average<sup>85</sup>.
- Enrolment rates also do not necessarily equate to attendance.<sup>86</sup>
- Vanuatu has one of the highest percentages of overage enrolment in the world.<sup>87</sup> Anecdotally, the *Yia 6 Klas 1* (age six, class 1) campaign introduced in July 2016 has had a significant impact on Year 1 enrolments, particularly in urban areas in the last two years.
- Large numbers of out-of-school children with some evidence suggesting these children do not go to school (or delay going to school) because of disability,<sup>88</sup> distance to school, their parents do not value education or older boys are helping in the gardens.<sup>89</sup>
- There is gender parity (not equality) across most years of primary education (see Table 1 below).
- The repeater rate in 2015 was 8.7% for primary school. In consultations, grade repetition was the most frequently mentioned strategy to address lack of learning. Grade repetition has been shown to be ineffective and represents an enormous cost to the Government.<sup>90</sup>
- Retention rates from Year 1-4 are 78% for males and 77%<sup>91</sup> for females. Further analysis of recent OV data is required to understand the decline in NER for boys after Year 4.<sup>92</sup>

<sup>82</sup> Cox, M., Alatoa, H., Kenni, L., Rawlings, G., and Soni, N. (2007). *The unfinished state. Drivers of Change in Vanuatu*, AusAID, Vanuatu.

<sup>83</sup> Due to the introduction of Open VEMIS (OV) and unique student identifiers, data accuracy has improved, however this has made it difficult to compare trends prior to 2015. Between 2010 and 2015 NER fluctuated between 86% and 88% (MoET, Statistical digest, 2015)

<sup>84</sup> Extract from OV, 2018 (unpublished)

<sup>85</sup> Source: World Bank Open Source data – Pacific Islands NER 2016 see <https://data.worldbank.org/indicator/SE.PRM.TENR?locations=S2> (accessed May 2018)

<sup>86</sup> Fiji is an exception, data on absenteeism is collected by Fiji's Education Management Information System (FEMIS). Pacific Education for All (2015), UNESCO

<sup>87</sup> <https://www.indexmundi.com/facts/vanuatu#Education>

<sup>88</sup> UNICEF Pacific and Vanuatu National Statistics Office. (2014). *Children, Women and Men with Disabilities in Vanuatu: What do the data say?* UNICEF: Suva.

<sup>89</sup> The increase in price for Kava has seen many parents on Pentecost island take their children out of school (Key informants, Design mission 2018)

<sup>90</sup> UNESCO Institute of Statistics, (2012), *Opportunities Lost: The Impact of Grade Repetition and Early School Leaving*

<sup>91</sup> VEMIS data 2017 (unpublished)

<sup>92</sup> A complete set of OV data is forthcoming in the MoET Statistical Digest for 2016 and 2017. This will provide further insight into gender issues including boys' retention rates and whether this is province specific.

**Table 1. School Enrolment Rates**

	Gross Enrolment Rate (GER) <sup>93</sup>		Net Enrolment Rate (NER) <sup>94</sup>	
	Male	Female	Male	Female
Year 1	112.3	105.7	30.1	31.4
Year 2	120.9	112.2	28.1	27.7
Year 3	118.3	109.3	21.1	23.0
Year 4	104.4	101.3	16.1	20.5
Year 5	90.0	93.8	12.7	17.1
Year 6	109.7	106.1	15.8	19.7
Primary overall	109.2	104.8	79.1	79.1
Secondary overall	46.0	49.5	42.1	46.1

(Source: Mini Census 2016; Open VEMIS 2016 with age calculated as of 30 June 2016)

### ***School Grants in place but not fully effective***

In 2010, GoV implemented a Universal Primary Education Policy to improve both access and quality in schools. School grants were introduced initially to phase out parental contributions for Years 1-6 students. This commitment was supported with Australia and NZ government funding. MoET have successfully met a commitment made in 2010 under a previous Australia-Vanuatu Partnership for Development agreement to phase out donor contributions and fully fund school grants from Year 1-6 through the recurrent budget. This is a significant milestone for MoET's commitment to improving education outcomes through better prioritisation of resources and public financial management.

In late 2017, GoV with donor support introduced additional grants to Year 7-8 (42,000 vatu per student) and for Kindergartens (9,000 vatu per 4-5 year old). There is significant debate about the use of the term "free" education in Vanuatu. While the term is used in the political arena, the reality is most schools are still charging parental contributions to meet the costs of running the school and those areas not covered by grants. Furthermore, the notion of "free" education has in some communities, eroded the community sense of responsibility for and engagement with a child's education.

A review of school grants conducted during the design mission shows while the system is functioning, there is more work to be done to use school grants to support improved learning outcomes (See Attachment B).

### ***Literacy and Numeracy on the rise***

The recently revised VANSTA, which tests literacy and numeracy for Years 4 and 6, was conducted in 2017. The results are very similar to the Pacific Island Literacy and Numeracy Assessment (PILNA)<sup>95</sup> assessment conducted in 2015. While they show a considerable improvement in results, the tests were significantly revised and are not directly comparable with the previous VANSTA test in 2009. An analysis of the results by CDU and EAU showed:

- 64% of French speaking students and 65% of English speaking students met the Year 4 minimum literacy standard (See Table 2);
- most schools have a few students under-achieving with only a few schools having a relatively large proportion of such students;
- there is considerable variation between provinces, with Torba and Tafea lagging behind other provinces;
- the proportion of students from urban settings meeting the minimum standard exceeds the proportion from rural areas in every test;

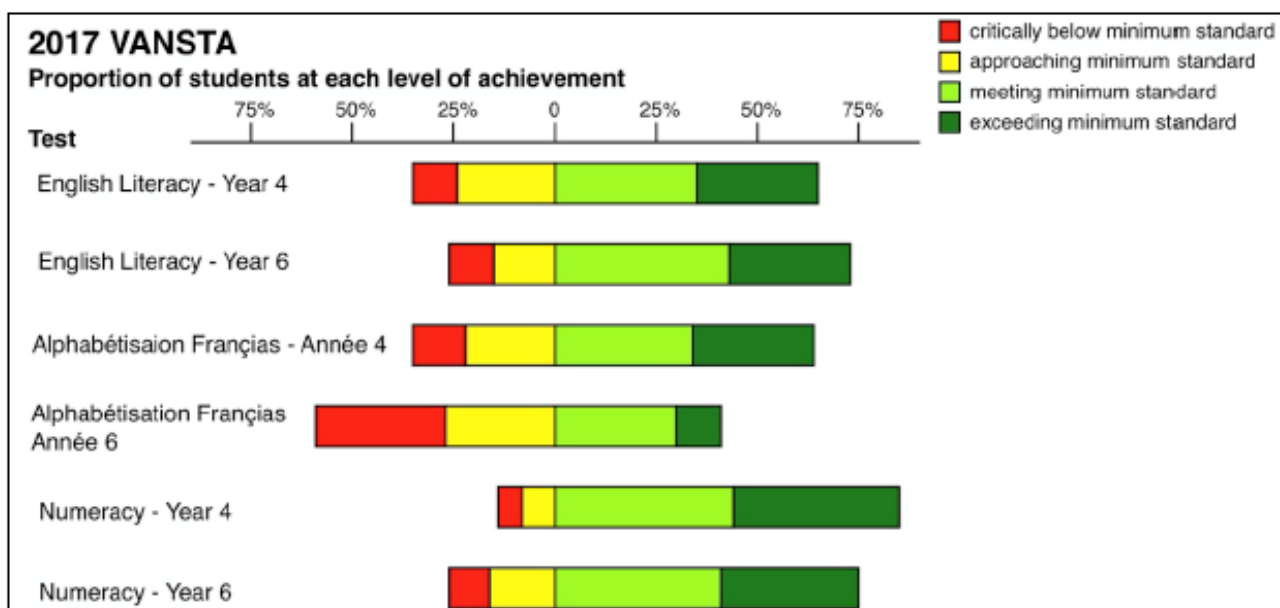
<sup>93</sup> GER is the total number of students enrolled in a given level of education, regardless of age, expressed as a per centage of the official school-age population corresponding to the same level of education.

<sup>94</sup> NER is the total number of students of the right age for a given level of education enrolled in that level, expressed as a per centage of the official school-age population corresponding to the same level of education. The overall rate for primary is based on all children aged 6-12 enrolled in any year in primary school (rather than a calculation for each grade).

<sup>95</sup> See <http://www.eqap.org.fj/work/Assessment.aspx> for further details

- the difference between urban and rural is quite small for numeracy but larger (20-30%) in Year 6 literacy, especially for the French speaking students<sup>96</sup>; and
- girls consistently outperformed boys across all tests (Year 4 and Year 6 in both French and English). Further analysis of the VANSTA data is required to understand the contributing factors to the poorer performance of boys.

Table 2: VANSTA results



(Source: Vanuatu Standardised, Tests of Achievement (VANSTA) 2017, MoET)

### *Nascent reforms to Curriculum and Language Policy*

Teaching and learning in Vanuatu are guided by the Vanuatu National Curriculum Statement 2010, which is framed around the country's cultural diversity. It recognises the historical challenges of the dual (Francophone and Anglophone) curriculum and addresses the need to develop one national curriculum that reflects both national identity and affords all students the same opportunities regardless of their background. Significant progress has been made since this first statement with the rollout of teacher support materials for K-3 expected to be completed by the end of 2018. While the syllabi have been outcomes focused and relatively complex, teacher guides have provided guidance in a more user-friendly style to support teachers in the classroom. The approach to Teacher Guides has been varied across the year levels and subject matters.

A Curriculum Implementation Monitoring Study carried out in 2017 revealed that while teachers in Vanuatu report enthusiasm about the new curriculum, few report that they actually understand it. This suggests that more needs to be done to increase teacher understanding of the new curriculum and how to implement and adapt it in the classroom.<sup>97</sup> Curriculum development is an ongoing iterative process that needs to respond to the local context. To date the focus has been largely on the development and roll out of new materials. There is currently no system in place to monitor the curriculum roll out and then feedback in to the process when changes, updates or improvements are required.

Vanuatu's National Language of Instruction Policy<sup>98</sup> was implemented by most schools in 2015 with the roll-out of new curriculum materials, with teachers using Bislama or vernacular in Year 1. This roll-out has included the production of Year 1-3 readers in 55 different vernacular languages. In 2017, further guidance has been provided on language transition in a document titled "*Yumi Ademap Lanwis*". This guidance has recommended a more gradual introduction of English and French from Year 1 and has been workshopped with Year 1 and 2 teachers with additional support materials forthcoming. While not dramatically different from the intent of the original policy, and more likely to be reflecting actual practices in the classroom, this

<sup>96</sup> Due to linguistic transparency and the learnability of a language, translating the English version of VANSTA to French does not mean it is the same level of difficulty. For this reason, the French and English results are not comparable.

<sup>97</sup> Raivoce, A., and Pongi, V., (2017), Final report on the Monitoring of the Implementation of the Year 1 Vanuatu Curriculum (September 2016-June 2017)

<sup>98</sup> [https://moet.gov.vu/docs/policies/Vanuatu%20National%20Language%20Policy%20\(English\)\\_2012.pdf](https://moet.gov.vu/docs/policies/Vanuatu%20National%20Language%20Policy%20(English)_2012.pdf)

latest advice has caused some confusion at the school level. Similarly, issues around whether schools should be choosing a vernacular language or Bislama in the early grades and who makes this decision, has caused a degree of uncertainty in some communities. The policy introduces Bislama or the vernacular language in the early years, given global evidence showing mother tongue instruction in the early years improves learning and cognitive development. However, given the multitude of languages spoken in Vanuatu, there may be several vernaculars plus Bislama spoken in a community. In addition, the language chosen to be the language of instruction at the school may not necessarily reflect the language being used at home.

### *The integration of Early Childhood Care and Education and school readiness*

In the past, Early Childhood Care and Education (ECCE) has been the responsibility of communities, often characterised by high fees, untrained teachers and limited resources. However, GoV with the encouragement of a few dedicated officers within MoET has embraced the integration of ECCE over the last decade into MoET, resulting in considerable progress in both policy and implementation. To implement the policy, MoET has put in place a National Coordinator and six Provincial ECCE Coordinators. Further activities have included MoET and APTC Certificate III training over four years for Kindergarten teachers (with 120 graduates), the development of a new curriculum, and a new policy released in 2018 to set standards and guide development of the sector. While there has been an increase in students attending Kindergarten from 2016 (GER up from 56% to 95%), net enrolment remains very low at 35%<sup>99</sup>, suggesting most children are not enrolling at the correct age. While some gains have been made through the Strengthening ECCE pilot in VESP Phase I in improving school readiness<sup>100</sup>, design consultations in other provinces highlighted that quality ECCE provision remains a challenge and Year 1 teachers are concerned not all children who complete Kindergarten are ready to start primary school.

Until recently, the sub-sector received only 8 million vatu per annum (approximately A\$10,000) from the Government. While Kindergarten grants were introduced in late 2017, it is still too early to know what impact this will have on fees and quality.

### *Quality Teachers needed and stronger School Leadership*

There were 1,864 primary school teachers (56% female) in Vanuatu registered in Open VEMIS (OV) in 2015. It is estimated that 63% of these teachers are certified<sup>101</sup> although there is wide disparity between provinces (Tafea 46.3% and Malampa 91.3%). VITE is the only government teacher training institution in Vanuatu offering face-to-face, full time pre-service and in-service programs. Teachers previously received two years pre-service training at the VITE, which has traditionally had an annual intake of students consisting of approximately 30 students in the French stream and 30 students in the English. In 2018, there was however no intake as lecturers were offline preparing VITE for the transition from a Diploma of Education (2 years) to a Bachelor of Education (3 years). Leadership challenges at VITE have slowed down progress on the Bachelor program and also the need for accreditation of all new Post School Education and Training (PSET) courses by the Vanuatu Qualifications Authority (VQA). Historically, the quality of many certified teachers has been considered low with results from the VANEGRA in 2010 (prior to VESP) showing that while in-service training in previous years had a positive impact on reading outcomes, teachers holding a Certificate in Primary Teaching had students with significantly lower scores on all subtests compared to those who had teachers with no certification<sup>102</sup>.

To fill gaps at the school levels and meet the increasing class sizes in the early grades, many untrained “temporary” or “community” teachers are engaged at the school level. These teachers receive a small salary usually from school contributions (fundraising) unless special permission has been granted by the MoET to use school grant funding. These untrained teachers receive access to the same In-service training as trained teachers. Previously trained teachers could be allocated by MoET to any province or community by the Teaching Service Commission (TSC), often to a community where they did not speak the local vernacular. The introduction of MoET’s language policy, has seen an increase in the number of untrained teachers from the

<sup>100</sup> World Vision, 2017, SECCE Program Completion Report, Vanuatu.

<sup>101</sup> 2015 Annual Statistical Digest, Ministry of Education and Training. A certified teacher has undertaken specialised post-secondary teacher training and met the course requirements, with or without other post-secondary qualifications and is qualified to teach.

<sup>102</sup> World Bank. (2010) Vanuatu Early Grade Reading Assessment <http://documents.worldbank.org/curated/en/690361468133520894/pdf/723450WP0v20va00906020120Box371899B.pdf> (Accessed March 2018)

community who speak in the vernacular being used as Year 1-3 teachers. There has been significant effort in recent years to transfer operational teacher management responsibilities from the TSC to the education authorities, with a view to further devolution to the provincial level.

In an effort to upgrade the skills of untrained teachers, in 2016 and 2017, 40 untrained teachers participated in a trial External In-Service Diploma (Primary Teaching). VITE developed the structure and courses of the External Diploma In-service (Primary Teaching) program to align with the Bachelor of Education (Primary Teaching) pre-service program also under development. There are 12 courses in total in the Diploma, with Effective Teaching and Learning (ETL) being the first to be rolled out. An evaluation<sup>103</sup> of the course was conducted in 2017. While the course was well-received by participants, issues around potential time taken to complete a diploma (12 years), high cost and the need for recognition of prior learning were raised. There are plans for VITE to trial an online version for additional modules in 2018 for those in the original cohort with internet access (using *Agence universitaire de la Francophonie* (AUF) computer facilities).

School principals (over 400) in primary schools in Vanuatu are appointed by MoET with few going through merit-based selection processes. They are often appointed unwillingly or at short notice and have limited financial or leadership experience. In smaller schools, most head teachers have a full teaching load and are then also required to perform a leadership role involving management of school finances, pedagogical leadership and act as disciplinarian. In theory, principals receive a marginal increase in salary, however, this may not occur in parallel with the appointment and like many teachers, they remain 'acting' or 'temporary' for several years.

### ***School infrastructure needs and rationalisation***

MoET has a large number of schools to manage and regulation of school registration and zoning has been a key challenge. There are 431 primary schools and 96 secondary schools across Vanuatu as well as 836 Kindergartens (of which 272 are attached to a primary school). With a relatively small population, MoET recognises a need to consider the rationalisation of the number of schools to streamline management and reduce costs. Rationalisation and zoning are complicated by the multitude of factors that influence a parent's choice of school for their child including: quality, distance to school, language of instruction, church affiliation and cost. Schools are classified as government (70.3%), government-assisted (26%), church (0.7%) or community and private schools (3%). Government schools are fully managed by MoET. Government-assisted schools and church schools receive school grants and are provided with teachers but retain their own governance structures. Private schools operate with their own governance structures and often use a syllabus other than that prescribed by MoET. To date the school registration process does not appear to be scrutinised with respect to need and resourcing and as a result schools tend to "pop up", often next to each other. Over time, often through political support, they then receive access to MoET grants and teachers i.e. "build it and they will come" is the motto of many communities.

School infrastructure in Vanuatu has been solely reliant on donor funding for decades. Australia, NZ, EU and JICA have provided support for renovations and new classrooms in the past. VESP Phase I was originally going to support new classroom construction in urban areas, however this was modified after TC Pam and construction was diverted to Tanna island, in the form of 42 Classrooms across 18 schools. The interim VETSS highlights additional donor support as part of the recovery for school reconstruction in TC Pam affected areas.

Due to the lack of MoET recurrent budget available for school infrastructure and limited prioritisation of school maintenance by schools<sup>104</sup>, school infrastructure needs across Vanuatu are enormous. In urban areas such as Port Vila and Luganville, overcrowding has become a huge issue particularly in the early grades, hampering teachers' abilities to manage classrooms and introduce more child-centred approaches to learning. In rural areas, schools are often in disrepair posing significant risks to child safety. Without access to qualified builders and enforcement of building codes, many schools are using low-skilled village labour to build often sub-standard and dangerous structures to address the pressing infrastructure needs.

<sup>103</sup> Mullins, K., and the Vanuatu Monitoring, Evaluation and Research Team for the VITE and VESP, (2017), *Evaluation Study of Effective Teaching and Learning Course Trial*. Development Services, Port Vila Vanuatu.

<sup>104</sup> School grants can be used for minor capital works and school maintenance



### *Financing the education sector*

While Vanuatu's education budget is relatively high for a developing country at approximately 6.5% of GDP<sup>105</sup>, it remains stretched as it caters for population bulge of 64% under the age of 24-year olds. For 2018, GoV has continued to increase funding for the Education sector in dollar terms. However, MoET's share of GoV recurrent revenue has dropped in recent years from 26% in 2012<sup>106</sup> to 22% in 2018.<sup>107</sup> An additional amount of VT 816.5 million (A\$10 million) has been allocated to subsidise tuition fees beginning with Year 7-8 and ECCE in 2018.<sup>108</sup> Despite this increase, salaries including teachers and MoET officers account for 72% of the MoET budget, leaving 28% for operational costs. Given the high cost of teacher salaries and MoET officers, the sector remains heavily reliant on donor funds for programming, with Australian and NZ funding representing 11% of the total MoET budget in 2018. There are very few funds allocated by MoET to provincial offices (3%). In 2018, budgets for VESP training at the provincial level doubled the total PEO provincial budgets. The VESP provincial budget was deposited into PEO bank accounts but managed and acquitted separately to MoET funds by provincial finance officers.

<sup>105</sup> [https://www.theglobaleconomy.com/Vanuatu/Education\\_spending/](https://www.theglobaleconomy.com/Vanuatu/Education_spending/)

<sup>106</sup> Mellors, J. (2012) Vanuatu Education Sector Public Expenditure Review

<sup>107</sup> Government of the Republic of Vanuatu, Budget 2018, Volume 2.

<sup>108</sup> Government of the Republic of Vanuatu, Budget 2018, Volume 1, Fiscal Strategy Report, p.24

## Annex 3: Program Logic

VESP is a critical element of MoET's education reform agenda. VESP Phase I and previous investments in education supported the foundations for a decentralised and strengthened education system. VESP Phase II will focus on embedding these reforms; supporting improved implementation of key policies and strategies at the provincial and school levels; and strengthening MoET's capacity at the national and provincial level to deliver quality education services that support sustainable learning outcomes. The program will achieve this by providing targeted support to improve **access, quality and management** (see section on Focus Areas below), globally accepted as essential building blocks for a well-functioning education system. International evidence indicates that achieving this requires the following:

- a professional and stable teacher workforce;
- effective leadership;
- age appropriate and locally relevant curriculum;
- high-standards and performance-based assessment;
- comprehensive family/parent engagement;
- multi-level continuous quality improvement systems and processes; and
- sustainable and sufficient funding mechanisms.

As well as consolidating gains in lower primary, Phase II will support the roll-out of a new curriculum to Years 4-6 (in 2019-21), followed by Years 7-8 (in 2022-23), which will complete the initial curriculum roll out to 'basic education' years in Vanuatu. The new phase will maintain a targeted and integrated approach and continue to strengthen links and collaboration between key units within the Ministry (e.g. School based management Unit, CDU, ISU, VITE and Examinations and Assessment Unit).

Building on achievements and learning from previous investments and evaluations, VESP Phase II will have a strengthened focus on community engagement, communications, social inclusion and localisation / sustainability. An increased focus on these cross-cutting themes is fundamental to achieving results in Phase II and will need to be fully considered across all program activities. This responds to a clear need for a more politically informed and purposeful approach in Phase II that:

- engages with communities to strengthen the critical role of parents in child learning;
- recognises that effective communication at all levels and between different stakeholders is essential to gain local level support, and achieve education reforms;
- makes concerted effort to increase access to school for out-of-school children; and
- supports local capacity by gradually reducing reliance on international TA for implementation.

In line with MoET's IE Policy (2011), disability inclusion will be mainstreamed across all program investments, recognising that efforts to support disability inclusion in schools across Vanuatu have been limited. The benefits of IE are numerous. People with disabilities who have been educated in a mainstream classroom are more likely to transition to secondary and post-secondary education and training, and as adults, are more likely to gain paid work, and live independently. This is important, given the well-established link between disability and poverty.<sup>109</sup> Childhood disability diminishes a person's life chances. They grow up poorer – especially taking into account the extra costs of disability – and without access to education and health care services, are worse off on a host of social measures.<sup>110</sup> There is frequently a direct economic benefit when families send their child with disability to school: adults in the household are freer to undertake paid work, which increases family income.

### Access

Increasing access to schooling requires a more in-depth understanding of the social, economic and physical barriers to access for girls and boys with and without disabilities across the different provinces in Vanuatu. Based on analysis to be undertaken by the GPE sector analysis in 2018, the program will identify targeted and locally tailored support to address barriers to access and the factors contributing to high levels of

<sup>109</sup> D. Mont. (2014). "Childhood disability and poverty: Working paper series number 25", London: Leonard Cheshire Disability and UCL.

<sup>110</sup> *ibid*

repetition and drop-out rates. This will be complemented by an assessment of the real cost of education and household financial contributions to inform the disbursement of school grants, and the collection and use of data on disabilities and retention/drop-out rates through OV. The analysis will identify specific barriers experienced by girls and boys with diverse impairments to inform activities that increase awareness, capacity and knowledge of IE among provincial education officers, school principals, teachers and communities. The analysis will inform pilots for more inclusive and collaborative approaches to education in schools that can be replicated.

In summary, if communities value education for all children and understand the importance of supporting children's learning, schools are resourced to accommodate children who experience barriers to access (social, economic and physical), and teachers are equipped with the skills, confidence and tools to address diverse learning needs of students, it is expected that enrolments and retention rates will increase, including among children who experience barriers to accessing and remaining in school.

VESP Phase II will support activities that:

- strengthen community engagement in education and children's learning in schools and at home;
- raise awareness of the value of education for all children; and
- increase the number of schools resourced and equipped to accommodate more students, including children with disabilities.

Targeted support that aims to increase collaboration, communication and partnerships between school principals, teachers and parents/communities is expected to lead to higher enrolments and commencement of school at the right year level and right age. In addition, VESP Phase II will continue to support IE through pre-service teacher training and the functionality and use of OV for disaggregated data on disabilities, and drop-out, retention and attendance rates for planning.

## Quality

The basic dimensions of quality education include:<sup>111</sup>

- students who are healthy, ready to participate and learn, and supported in learning by their families and communities;
- environments that are safe, gender sensitive and provide adequate resources and facilities;
- learning content that supports the acquisition of basic skills, especially in the areas of literacy, numeracy, and life skills;
- trained teachers who use child-centred teaching approaches in well-managed schools and have the ability to assess and facilitate learning and reduce disparities; and
- learning outcomes linked to knowledge, skills and attitudes and national goals for education.

Achieving this requires: effective policies; a quality, relevant and inclusive curriculum; effective school-based management; parent/community engagement; monitoring; and effective teaching practices. Children need to learn in an active and collaborative environment to be able to contribute positively to their communities later in life. They require learning that equips them with relevant skills and competencies as well as positive attitudes and values. Teachers are key to improving learning and have a significant impact on the quality of student learning outcomes.

Continuous improvement of teaching and learning in the school context is critical to improved quality and achieving GoV's aspirations for education. Improving the quality of learning through improved teaching practices requires a conducive and enabling environment for teachers. A teacher knowledge, attitudes and practices (KAP) survey will be completed early in VESP Phase II to determine common teacher skills gaps and needs and what motivates improved teaching practices in Vanuatu. This will be used to inform strategies and activities to improve the quality of teaching and learning through the program.

In summary, if teachers have the resources, skills and motivation (and incentives) to improve their teaching practices and classroom management, and are supported by principals, parents/communities and local education authorities, then they will be able to apply more effective and creative teaching methods and

<sup>111</sup> See: <https://www.unicef.org/education/files/QualityEducation.PDF> (accessed 9 March 2018)

approaches that cater to the diverse needs of students, including children with disabilities and learning difficulties. It is expected that improved teaching practices in the classroom, coupled with an increase in parent engagement in children's learning, will mean more students remain in school, achieve improved learning outcomes (literacy and numeracy) and are able to transition to the next year of schooling.

VESP Phase II will contribute to increasing the quality of education in Vanuatu by continuing to provide support to strengthen the technical capacity of VITE to provide relevant pre-service and in-service teacher training and teacher upgrading. Innovative technology for teacher training and access to curriculum and learning resources will be explored, along with short-courses that aim to fast-track the upgrading of teacher skills. In addition to pre-service and in-service training, VESP Phase II will support ongoing mentoring for teachers in the application of child-centred, inclusive teaching methods; implementation of the new curriculum and transition to English and French; and use of classroom-based assessment. VESP Phase II will pilot intensive support for schools in selected provinces that aims to strengthen collaboration and partnership between school and home, and increase provincial education office and school principal support for improved teaching practices and classroom learning. Good practice models of teaching, leadership and community engagement piloted through the program will be captured, promoted and scaled-up.

## Management

Education management involves planning and resourcing across a broad spectrum of areas including school construction and maintenance, leadership, teacher recruitment, teacher professional development, school monitoring, curriculum, assessment and salaries. Devolution of education management changes the relationship between key actors in the system – national government, provincial education authorities, schools/teachers, parents and communities. The shift in Vanuatu to a devolved education system and school-based management is still in its infancy (started in 2017) and will therefore require ongoing support from the national level to ensure its effectiveness and efficiency. In addition, the process remains politically sensitive as it impacts on the power and responsibilities of officers at the central level.

Research indicates that school-based management, if implemented well, can lead to increased empowerment and collaboration among teachers, a stronger focus on professional development and greater accountability. However, the major factors that determine the effectiveness of school-based management are whether school leaders and educational authorities have the required skills, knowledge and attitudes and the necessary support from the national level.<sup>112</sup> Supporting devolved management of education services in Vanuatu requires national level investment in the establishment of provincial education offices with personnel who have the capacity and budget to proactively support school principals and teachers implement quality, inclusive and accessible education at the school level. In a devolved education system in Vanuatu, provincial education officers play a critical role in monitoring and facilitating the transfer of information and learning at the local school level to inform policy and planning at the national level and communicating important policy-related information from the national level to the school level.

In summary, if school principals are supported by provincial education officers and parents/communities and have the necessary skills, motivation (and incentives) and access to information, they will support teachers to improve classroom learning and implement effective school-based management. In addition, if provincial education officers are equipped to effectively support and monitor school-based management and act as a conduit for communicating information and learning, particularly in relation to the implementation of key education policy reforms, and MoET uses the learning and evidence to inform and improve policy and planning, devolved education services will be better planned, resourced and managed.

VESP Phase II will support improved management of the education sector through a multi-pronged approach at the national and provincial levels. At the national level, activities will support:

- consolidation of the MoET staffing structure and greater clarity around roles and responsibilities in a devolved education system;
- strengthening of the regulatory environment, including promoting accountability and a robust public financial management system;

<sup>112</sup> See: <https://learningportal.iiep.unesco.org/en/improve-learning/education-system-management/decentralization-of-education-management> (accessed 9 March 2018)

- increasing diversity in the workplace, including proactively supporting women’s leadership opportunities;
- continuing to increase the functionality and use of OV data for budgeting and planning;
- strengthening monitoring capacity and the use of learning and information for evidence-based policy-making;
- developing enhanced communication channels between all levels (national, provincial, schools and communities) and participatory decision-making;
- ensuring both women and men are involved in consultations related to education management and policies; and
- continued support and policy dialogue related to school rationalisation and registration.

VESP Phase II will explore opportunities for result-based aid approaches to incentivise core elements of education management, such as education budget allocations, increased investment in school grants, increases in non-salary recurrent expenditure, and improved distribution of budget from national to provincial and school levels.

At the provincial level, VESP Phase II will increase local leadership capacity by:

- supporting targeted professional development for provincial education officers, school leaders and principals, ensuring professional development opportunities for both women and men;
- piloting local empowerment and partnership approaches, action plans and local solutions to local issues;
- identifying and applying incentives for improved leadership, performance and behaviour change among provincial and school leaders; and
- strengthening capacity at the provincial and school level in the use and analysis of OV data for effective school-based management and communications.

### Assumptions

The theory of change is underpinned by a number of key assumptions that will need to be considered, monitored and integrated into activities, including:

- the Vanuatu Government will continue to prioritise education expenditure and priority reforms;
- technical capacity and resourcing are the key constraints to the delivery of education services and MoET achieving improved national education performance;
- improved school principal leadership and teacher professional development will support improved learning outcomes;
- improvements in teacher capacity to teach in the vernacular and transition to English or French will contribute to improved language acquisition and learning outcomes for students;
- increased focus and support at the provincial level, specifically provincial education officers and schools, will lead to improved teaching and learning;
- community engagement will support education reforms and have a positive impact on student access, participation, retention and learning;
- increased awareness and resourcing of IE will support increased enrolment and retention and fewer out-of-school children, including those with disabilities;
- natural disasters will occur regularly, with the potential to disrupt schooling; and
- strengthening communications at all levels will support improved education management and learning outcomes.

## Annex 4: Cross-Cutting Issues

### Innovation & Private Sector

With the foundations already established during Phase I, there is an opportunity in Phase II to trial innovative approaches that will contribute to children's learning in the classroom. An analysis of use of ICT for learning will inform the development of curriculum materials and provide options for blended training modules for professional development, including teacher proficiency.

The goal of the Office of the Government Chief Information Officer (OGCIO) and the Universal Access Policy (UAP) has been to have telecommunications services (voice, narrowband data including text messaging and broadband (21Mbps download speed)) for all primary, secondary and early childhood education facilities for 98% of the population by January 2018. While this is yet to be achieved, significant progress has been made. Engaging with OGCIO during VESP Phase II to target those schools without internet will be crucial to ensuring greater uptake of OV to support evidence-based decision making at all levels of the system.

The analysis of ICT during VESP Phase II will consider the potential for Mobile Learning Applications to support teachers and complement learning in the classroom. Mobile Learning Applications are increasingly used in other countries to support IE through access to knowledge and resources, supporting teachers and deaf students through access to sign language or screen reading software for students with vision impairment.<sup>113</sup> The development of contextualised Mobile Learning Applications for Vanuatu gives way to potential public private partnerships with ICT providers in Vanuatu. Externally funded Challenge or Innovation funds and DFAT's Business Partnership Platform that promote partnerships and innovation in education service delivery in Vanuatu should continue to be supported by DFAT,<sup>114</sup> providing potential prototypes or new ways of working for VESP Phase II to consider.

VESP Phase I has worked with the private sector on several occasions through outsourcing specific activities. This has included outsourcing service delivery for the evaluation of activities, infrastructure works and early childhood care and education. Lessons learned (see Annex 1) will inform increased outsourcing of the curriculum chain. This will alleviate the growing workload and increased time pressure as the curriculum continues to roll out. It also presents an opportunity to consider a unique public private partnership with MoET to work collaboratively to produce materials that are contextually appropriate and unique to Vanuatu.

Working at the school level, supplementary incentive grants will be used to tackle local problems that impact on learning outcomes. For example, these competitive grants may support schools trialling innovative approaches to professional development or schools that have enrolled children with disabilities. These approaches will be closely monitored, adapted and when successful scaled up or communicated to wider school communities facing similar challenges.

### Gender Equality

GoV has made a clear commitment to providing every child in Vanuatu with equal access to education. MoET has also recognised the responsibility of the education system in addressing gender equality, including gender stereotypes, by ensuring the new national curriculum is gender sensitive. In primary school, there is gender parity, and girls outperform boys. More females complete senior secondary school, however more males are likely to be employed in both public and private sectors. Females remain under-represented in tertiary education and are less likely to be awarded government scholarships. In addition, fathers tend to have limited engagement with their child's learning.<sup>115</sup> On some islands, older boys are taken out of school to work in gardens on high value crops, such as kava, which is starting to become evident with the enrolment rates of boys dropping in high school.

Enormous societal challenges continue to impact gender equality and sustainable development in Vanuatu and require on-going reflection and action when supporting the nation's education system. Women in Vanuatu remain under-represented at all levels of leadership and decision-making. No women are currently

<sup>113</sup> Newton, D.A. and Dell, A.G. (2011). 'Mobile devices and students with disabilities: What do best practices tell us?' *Journal of Special Education Technology*. 26(3).

<sup>114</sup> In 2018-19, Vanuatu will be the recipient of a MIKTA iXc Education in Emergencies grant that supports school leaders to use adaptive leadership practices to improve learning outcomes in times of crisis.

<sup>115</sup> Macdonald, K. (2012) Getting Dad's (and the Government's) Attention, *New Perspective on Improving School Readiness in Samoa, Tonga and Vanuatu*, for World Bank (unpublished).

in National Parliament. Men continue to dominate decision-making in the public sector, with women holding only three per cent of senior management positions,<sup>116</sup> In MoET this is reflected with no women in Director positions or above and few women in positions of leadership (Principals, school chairperson) at the school level, despite more female teachers than men overall.

Violence against women and children is widespread in Vanuatu with 60 per cent of women experiencing physical and/or sexual violence by an intimate partner in their life time.<sup>117</sup> Discrimination against women is reinforced through legislation as well as through wider cultural beliefs and practices. Bride price and arranged or forced marriages are still practiced in some communities.<sup>118</sup> Domestic violence and child abuse are embedded in the gender and power relations that underpin the low status of women and children.<sup>119</sup> Women find it difficult to access domestic violence services, especially in rural areas and often do not seek help due to the fear of further violence.<sup>120</sup> The *Family Protection Act* was passed in 2008, however the government has committed extremely limited resources to implement the Act.

The *National Gender Equality Policy (2015-2019)* provides a strategic framework for government, donors and civil society to address these issues in a coordinated and coherent way. Four Strategic Areas for concerted action are identified: a) reducing domestic and gender based violence; b) enhancing women's economic empowerment; c) promoting women's leadership and equal political participation; and 4) building a foundation for gender mainstreaming. With the launch of the policy, there is now an expectation that all donor-supported investments will mainstream gender equality throughout implementation, demonstrating alignment with the objectives of the Strategic Areas and ensuring mechanisms to measure contribution to their achievement.

GoV's commitment is demonstrated through endorsement of the Pacific Islands' Basic Education Action Plan and ratification of two important and influential international conventions: the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC). MoET has developed a number of policies to date in support of these commitments: the 2005 Gender Equity in Education Policy (GEEP) and the 2017 Child Safeguarding Policy (CSP). These commitments have been reinforced more recently with the release of the National Sustainable Development Plan (NSDP) that promotes sustainable and equitable development acknowledging the merits of an inclusive society.

Despite Vanuatu having close to gender parity in primary school, this does not equate to gender equality. GoV has a broader responsibility to promote gender equality to, in and through education, to ensure girls' and boys' equal access to learning opportunities, fair treatment in the learning process, equitable outcomes as well as opportunities in all spheres of life. Analysis of Barriers to Accessing Schooling (to be conducted as part of the GPE sector analysis in 2018) will help develop a deeper understanding of specific barriers to accessing and remaining in school for both boys and girls. This will support strategies for the retention of boys and girls in school at critical junctures, such as transition to Year 7-8 and or points in schooling when older boys are often taken out of school to work in gardens on high value crops, such as kava.

VESP Phase II will support MoET to ensure policies, educational content, pedagogies and learning environments are gender sensitive, responsive and transformative. Specifically, this will involve mainstreaming gender-sensitive programming into all communications, materials and training, including inductions for provincial officers and school principals, in-service and pre-service teacher training, through the support of gender-sensitive technical assistance (across all priority areas) and supporting the work of the MoET inclusion officer. Curriculum materials will continue to be gender-sensitive and modules that promote healthy relationships (e.g. *Gudfaela Laef*) will continue to be introduced into the national curriculum with the support of World Vision through DFAT's Gender Equality Fund. MoET officers involved in monitoring will also be equipped through VESP Phase II with the necessary skills to reflect on activities from a gender perspective. Awareness sessions for provincial officers in child safeguarding and gender-based violence will be institutionalised within MoET as part of standard induction programs.

<sup>116</sup> Pacific Islands Forum Secretariat (2016) Pacific Leaders Gender Equality Declaration Trend Assessment Report 2012-2016 (Accessed 15 March 2018)

<sup>117</sup> Vanuatu National Survey on Women's Lives and Family Relationships (2011) (Accessed 15 March 2018)

<sup>118</sup> Government of Vanuatu (2015) National Gender Equality Annual Report

<sup>119</sup> Government of Vanuatu and UNICEF (2005), p. 42

<sup>120</sup> Pacific Islands Forum Secretariat (2016) Pacific Leaders Gender Equality Declaration Trend Assessment Report 2012-2016

To promote greater representation of women in leadership and decision-making, a women's leadership network in MoET will continue to be supported under VESP Phase II. This network will provide support to current and aspiring women leaders and encourage broader advocacy within MoET on the importance of women in leadership. Ongoing policy dialogue between DFAT and MoET will also include a focus on the merit-based selection of women into more senior positions. At the school level, school committees are mandated to involve women. This will continue to be monitored and opportunities to incentivise inclusion of more women in school committee membership will be identified. Links with other programs, such as Pacific Women (and the forthcoming Balance of Power program) and the Women's Leadership Initiative will be investigated.

At the start of implementation, the Managing Contractor will update the Gender and Social Inclusion strategy (from VESP Phase I) to ensure gender equality (including women's leadership) and disability inclusion is fully integrated into implementation and informed by analysis and evidence.

### Disability Inclusion

GoV has a long-held policy commitment to disability and IE. In 2008, Vanuatu was the first Pacific country to ratify the *Convention on the Rights of Persons with Disabilities*. The *Education Act* is clear on the importance of ensuring access for children with disabilities and support for teachers to enable them to teach classes which are inclusive of children with disabilities. The draft *Vanuatu National Disability Inclusive Development Policy 2018 – 2025* highlights education as a critical priority area for action. Vanuatu's *National Policy on Disability 2008 – 2015* and *Inclusive Education Policy 2011 – 2020* both stipulate the importance of IE, with the aim of the *Inclusive Education Policy 2011 – 2020* being "by 2020 all schools will have inclusive practices to meet the educational needs of all students".

However, data and information on children with disabilities remains limited. The 2009 *Vanuatu National Population and Housing Census* found that 12 per cent of the population reported having a disability, with a higher rate of disability reported for females than males. In 2015, OV reported that approximately 2.9 per cent of students in primary schools have disabilities, suggesting there are many children with a disability currently not attending school. Further work under VESP is planned to improve the disability data collection system within OV.

Despite a strong policy framework, change has been slow, often hampered by a lack of leadership, resourcing, commitment and budgetary support required to implement change. The mid-term review of VESP Phase I stated "approaches to disability-inclusion, including at a school level, are in their infancy". While some awareness raising activities have been conducted through disability organisations and ECCE outreach, negative attitudes and teachers ill-equipped to teach children with disabilities continue to keep children out of school. The diverse experiences of boys and girls with different types of impairment are not well understood. More research is required to better understand the barriers to school enrolment, attendance and completion for girls and boys with disabilities, and to guide future efforts to improve access to quality, inclusive education in line with Vanuatu's policy framework.

VESP Phase II will address disability inclusion at several levels of the program. At the policy level, support will be provided to MoET to revise the IE policy and develop a specific implementation plan that is costed, realistic and contextualised for Vanuatu. At the programming level, VESP Phase II will support IE through:

- community engagement and communications that promote an awareness of the importance of IE and ensuring children with disabilities can access quality education;
- drawing on evidence from the situation analysis on barriers to enrolment, attendance and completion of primary school and out-of-school-children, including children with disabilities (to be conducted by GPE in 2018) to inform programming;
- support for MoET's IE model schools in Freswota and Santo East and developing strategies to share experiences and replicate approaches with other schools;
- provincial partnerships, promoting greater use of school grants and incentive grants to strengthen and incentivise schools to be more inclusive;
- strengthening in-service and pre-service training to provide explicit strategies for how to teach children with disabilities in a low resource context;



- improving quantitative and qualitative data collection on social inclusion to monitor and assess progress on IE;
- establishment of support networks, localised knowledge resources and professional development for teachers undertaking or qualified in IE; and
- supporting the formalisation of, and basic training of ‘teachers aides’ to specifically assist children with disabilities in the classroom.

### Climate Change and Disaster Risk Reduction

Vanuatu is one of the most vulnerable countries in the world to climate change and disaster risks. The country experiences cyclones, storms, landslides, flooding and droughts which could become exacerbated due to climate change. Vanuatu experiences geophysical threats such as volcanic eruptions, earthquakes and tsunamis. The *Vanuatu Climate Change and Disaster Risk Reduction Policy (2016-2030)* provides a vision for community, environmental and economic resilience to the impacts of climate change and disaster risks and policy framework that provides an integrated, multi-sectoral approach to partnerships and mainstreaming climate change and disaster risk reduction (DRR) across agencies and programs.

VESP Phase II will support broader GoV efforts to address climate change and disaster risks through ongoing support for the integration of climate change and DRR into curriculum materials and promoting broader community-based disaster risk reduction and preparedness initiatives in schools and communities such as supporting the development of school safety plans.<sup>121</sup> In addition, VESP Phase II will support implementation of MoET guidelines on education infrastructure investments and the National School Infrastructure Development Plan (NISDP) that considers both climate change and DRR. This could include strengthening provincial oversight and enforcement of building codes for new infrastructure investments in education facilities and supporting MoET to identify other donor funding to fund at least one school structure in all schools that can withstand a Category 5 cyclone. VESP Phase II will also establish a School reconstruction ‘standing offer’ with a local service provider to respond to the damage of school facilities caused by a natural disaster in a timely and effective way.

### Communications

Recognising that there is a clear need for a strengthened approach to communications to support sustainable outcomes, communications will be a cross-cutting theme embedded across MoET work units and VESP Phase II program approaches and activities. The program will establish a dedicated communications team to support a coordinated and targeted approach to supporting improved communication channels between MoET at the national and provincial levels, schools and communities including to:

- communicate policy reforms and their rationale;
- promote achievements and results to all stakeholders;
- increase community awareness of the value of IE;
- support improved communication and engagement between schools and parents/communities; and
- share information, learning and policy changes at the provincial level to inform national level policy reforms and policy reform implementation at the provincial level (bottom-up and top-down).

Key approaches for supporting improved communication at all levels will include: using multiple communication platforms and tailored messaging for different audiences; trialling new and innovative communication practices and technologies; supporting SIOs to develop community engagement strategies; drawing on quantitative and qualitative data from the program MEL and working closely with the MEL team to communicate results. Communication products will promote program achievements as well as broader MoET education reforms through infographics, public awareness materials (such as brochures, videos, radio segments), dashboard reports, social media, etc. All research, analysis and evaluations supported by VESP Phase II will be publicly available via either the MoET website or VESP Phase II program website.

<sup>121</sup> The development of school safety plans was a recommendation of the MoET’s Lessons learned report from TC Pam. Support should build on the efforts of NGOs such as Save the Children, Live and Learn and Red Cross, already working in the area of Education in Emergencies.

## Sustainability

Australia has a long-term commitment to supporting Vanuatu's education system. Sustainability of VESP Phase II outcomes will be achieved by aligning program activities with MoET's policy framework and supporting strategies identified in the interim VETSS and Corporate Plan. VESP Phase II will work in partnership with MoET to take a systems-based approach to education, strengthening the links between different parts of the system and coordinating resources, policies and actors to promote learning for all children. Coupled with support for public financial management and strengthened links with other Ministries, such as PMO and MFEM, the program is expected to contribute to greater transparency and sustained increases in funding allocations to the education sector. VESP Phase II will support MoET to develop and use evidence-based policy to guide decision-making that enables effective education systems reform.

Other sustainability elements of VESP Phase II will include:

- **Working through government financial management systems:**
  - continued use of a Direct Funding Agreement to finance school grants will continue to strengthen MoET's own financial systems and processes at the central and school level; and
  - continued use of provincial level finance and administration systems to support the development of provincial finance officers, systems and processes.
- A new **Provincial Partnership Pilot** will trial working intensively at the local level to identify and support local solutions to local problems. Provincial officers and school leaders will receive support to address challenges impacting on the quality of learning outcomes. These interventions will be trialled, adapted and where successful scaled-up and/or promoted across provinces and schools facing similar challenges.
- A '**local empowerment model**' will be initiated between international technical assistance, MoET officers and local consultants, to build and continue to enhance the capability of MoET in a more sustained way. Technical assistance will target reform minded officers in priority areas and work in partnership to achieve mutually agreed targets. The recruitment of technical assistance will focus on interpersonal skills and the ability to empower, and transfer knowledge and skills in a politically informed and culturally appropriate way. The program will develop a localisation strategy for gradually reducing reliance on technical assistance to the education sector.
- **Using VESP Phase II funding to catalyse change within MoET.** This will involve thinking and working politically to identify opportunities where VESP funding can incentivise action to bring about sustained education reforms. In particular, options to use VESP funding to promote public financial management reform and increased funding by MoET at the provincial level could be supported by further engagement with GfG. Similarly, incentivising government to focus on specific results such as improvements to literacy and numeracy, through results-based aid<sup>122</sup> should be considered as ways to promote a greater focus on outcomes and ownership over results in the longer term.
- By **targeting the curriculum**, the program will impact what children learn and how teachers teach provided the curriculum remains current and relevant. VESP Phase II is strengthening skills required to develop curricula and learning and teaching materials to ensure sustainability.
- **Integrated budgeting and planning** at the provincial level will leverage VESP Phase II funding and promote better financial management across all provincial level activities and more efficient ways of working to maximise the limited pool of MoET resources available at the provincial level.
- VESP will work with MoET to develop a **Sustainability Index**<sup>123</sup> to identify mutually agreed targets for sustainability, including an agreed set of criteria to assess progress and realistic timeframes.

<sup>122</sup> Results-based aid or Cash on Delivery has been well researched by Nancy Birdsall at the Center for Global Development. See <https://www.cgdev.org/page/application-education> (Accessed 15 March). Similar approaches are being used increasingly in the education sector and across the Pacific (e.g. Samoa).

<sup>123</sup> The Vanuatu Skills Partnership uses a Sustainability Matrix that has successfully promoted local ownership and collective agreement on progress towards long-term outcomes over a number of phases.

## Annex 5: Changes VESP Phase I to VESP Phase II

VESP Phase II will build on activities and achievements under VESP Phase I, however, will involve a number of changes. The table below outlines the key changes from Phase I to Phase II.

**Table 1: Changes from VESP Phase I to VESP Phase II**

Strategy	VESP Phase I <sup>124</sup>	VESP Phase II
School grants	Year 1-6 (DFA) then K to Year 10; Systems and processes established	K to Year 10 (DFA)
School based management	Provincial structures and SIOs, SIOs established; Financial management training; SIPs and Principal induction; OV introduced at the school level	SIOs and Principals trained in: SIPs; OV; new curriculum and pedagogy; and school leadership and community engagement
Curriculum and training	In-house development and roll out of Year 1 to 4 curriculum including: in-service training; teacher guides; mother tongue readers; introduction of Yumi Ademap Lanwis; pilot outsourcing of various aspects of the curriculum chain. Provincial trainers established	Consolidate K, Year 1 to 3 curriculum rollout Focus on transition and expand to years 4 to 6 Teacher and Student Support materials Integration of Yumi Ademap Lanwis, and dual language approach into curriculum for years 4 to 6 Increased outsourcing
Professional Development (Modalities)	Face to Face training Piloting of distance module	Distance, online modes of learning Supported provincial clusters Increased use of ICT/multi-media teaching and learning materials Contextualised short courses Exposure visits to IE schools in the Pacific
Gender equality and Inclusive education	IE Case Studies Survey of Perceptions of IE policy Gender leadership network Teacher training	Revise MoET IE and Gender Equity policies with focus on school level action plans Support for MoET IE model schools Strengthen disaggregated and disability data collection and analysis in OV Trial incentive grants for Local Actions Plans with IE and gender equality focus Mainstreamed throughout MoET
ECCE	Integration of ECCE into MoET Activities funded through DFA Outsourced to World Vision (SECCE) TA support New ECCE Policy Provincial structure established Development of Bachelor in ECCE ECCE unit and APTC Training of teachers	School Improvement Plans linked to K grants Parental engagement and school readiness focus Funded under Managing Contractor Costed plans and activity monitoring VITE Bachelor of Early Childhood
Management	TA support at national level, Support for devolution of some functions to provincial level VESP activities separated from MoET	Provincial partnerships (Selected provinces) Identify and support opportunities for 'developmental leadership' Promote efficiencies at all levels; Localisation strategy for long-term TA Greater integration of VESP funded activities Greater support for MoET to withstand shocks
Communications	Communications officer and coordinators Specific campaigns (e.g. Klas1, Yia 6 and Early Learning Advocacy Campaign (ELAC)) Awareness activities	All units at all levels communicating results, policies and achievements to relevant audiences using a variety of communication platforms Community Engagement Strategies
Monitoring, Evaluation and Learning	Focus on VESP outputs and activities Introduction of OV Evaluations of VESP supported activities	Focus on outcomes, test and adapt, collecting and using evidence to inform learning and implementation Continued usage and enhancement of OV Strong link to Communications

<sup>124</sup> This is not intended to represent every activity undertaken by VESP I, it is intended to provide a high-level summary of where the program has focused.

## Annex 6: Procurement Arrangements and Transition

### Procurement Arrangements

A Managing Contractor will be engaged through a competitive tender process to manage, coordinate, design and support national and provincial activities. The Managing Contractor team located in MoET will work closely with MoET and the Australian High Commission (AHC) to deliver outputs and achieve outcomes.

The main role of the Managing Contractor will be:

1. Operational and financial management
2. Research, analysis and evaluative studies and strategy development
3. Technical assistance
4. Grant management – Incentive Grants
5. Monitoring, evaluation and learning
6. Communications and reporting
7. Liaison with AHC and MoET including providing briefs and policy papers as required
8. Risk management
9. Supporting linkages and collaboration with other relevant DFAT programs
10. Management of all operational aspects of the Australia Awards program in Vanuatu.

The Managing Contractor will need to be flexible, responsive to the local context, and open to piloting new approaches. Where pilots and activities do not show success, the Managing Contractor will need to cease implementing these activities, in consultation with MoET and the AHC. The Managing Contractor will work closely with MoET and the AHC to foster a culture of trust and mutual accountability that allows for failure, open conversations and changes in program direction and support. Purposeful effort will need to be made to ensure ongoing MoET ownership of VESP and to identify and support emerging opportunities.

While international short-term technical assistance (STA) will be required for VESP Phase II, the Managing Contractor will be expected to ensure the efficient use of specified international STA and develop and support a localisation process to gradually phase out the number of international STA required for program delivery. While some program STA will be allocated, the majority of the STA budget will be for unallocated STA to ensure the program is able to respond to new priorities, opportunities and needs. Long-term Advisors (LTA) will work directly with key counterparts in MoET to support knowledge transfer and sustainability.

Annual performance payments to the Managing Contractor will be linked to progress towards, and achievement of, program outcomes.

### Program Transition

Maintaining momentum during the transition from VESP Phase I to VESP Phase II will be important, particularly in terms of the roll-out of the new curriculum which will be at a critical phase with language transition (from vernacular/Bislama to French or English) increasing in Year 4. In addition, it will be important for the program to be resourced with a sufficient number of personnel with a well-developed understanding of the Vanuatu context and the ability to form strong, collaborative working relationships with staff/counterparts within the Ministry. Risks associated with the transition will be mitigated by:

- The selected Managing Contractor will start in December 2018 to allow for a two-month cross-over with the current VESP Phase I team. The Team Leader, MEL Adviser and Curriculum Adviser will need to be mobilised in December 2018 to support a smooth transition and maintain momentum related to the new curriculum roll-out.
- The current Managing Contractor for VESP Phase I will provide a detailed handover report to the incoming Managing Contractor.
- Key documents and reports from VESP Phase I and the VESP Phase II design will be published and accessible prior to the Request for Tender (RFT) being published.

## Annex 7: Terms of Reference for Specified Personnel

All positions require the following competencies in addition to the respective position specific competencies:

- Demonstrated ability to think and work politically, collaboratively and effectively at a range of administrative levels in a cross-cultural setting.
- Understanding of and ability to design and implement capacity development and skills transfer activities.
- Strong oral and written communication skills.
- Good interpersonal skills.
- Understanding of social inclusion issues.
- Willingness to travel within Vanuatu, including significant periods of time based in other provinces.
- Demonstrated experience and capacity to provide colleagues with supportive advice and strengthening through mentoring and modelling, and commitment to participatory ways of working.
- English fluency essential; working knowledge of French and /or Bislama desirable.
- Willingness to achieve basic working knowledge of Bislama within 6 months of deployment.
- Previous experience working in Melanesian culture (desirable).
- Eligibility to obtain Vanuatu and Australian visas essential. Driver's license (desirable).

### TEAM LEADER

**Term:** Full-time

**ARF Classification:** C

**Location:** Ministry of Education and Training (MoET), Port Vila, Vanuatu

**Objectives:** To oversee implementation of the Vanuatu Education Support Program (VESP) Phase II, reporting regularly to MoET Director General and AHC on the Program administration and program management.

#### Key Responsibilities:

- Ensure the coherence and sequencing of Program inputs and outputs.
- Monitor the progress of implementation to enable the required reporting on VESP Phase II, including immediate reports to the VESP Steering Committee members when major issues arise.
- Lead and manage the VESP Phase II Management Team and other Advisers.
- Provide high-level strategic direction and oversight of all aspects of program implementation.
- Provide secretariat support to the VESP Phase II Steering Committee including but not limited to:
  - preparing and supporting VESP Steering Committee meetings;
  - providing relevant and timely information for decision-making;
  - supporting the Director General role as Chair of the VESP Phase II Steering Committee; and
  - providing high level strategic support to MoET and development partners as required
- Supply the AHC with information and briefings from technical advisers on progress and issues related to program implementation and policy influencing opportunities.
- Establish and maintain effective working relationships with key stakeholders (including MoET, other government agencies and other DFAT programs) and assist MoET lead donor coordination.
- Establish and supervise program operations including the set-up of management, financial and administrative systems.
- Ensure the program operates efficiently and effectively and within budget and timeframes.
- Support efficiency and coordination between long-term and short-term technical advisers.
- Support the integration of monitoring, learning and social inclusion across all program components.
- Provide high-level strategic oversight and management of incentive grants to provincial level.
- Prepare and ensure the timely delivery of all reports, financial information and other data.
- Quality assure all adviser recruitment, selection and contract management processes.
- Work with the MoET and the AHC to ensure the program remains aligned with GoV and GoA priorities.
- Ensure gender, disability, climate change and the environment are considered during implementation.
- Other relevant tasks as required during implementation.

#### Reporting

- Reports to Contractor Representative.
- Frequent contact with the MoET Executive team and AHC.
- Regular contact with MFEM, PMO and other development partner initiatives and program staff.

## CURRICULUM IMPLEMENTATION ADVISER

**Term:** Full-time

**ARF Classification:** C

**Location:** Curriculum Development Unit, Port Vila, Vanuatu

**Objective:** To support an integrated approach to the development and implementation of the curriculum.

### Key Responsibilities

- Consult and collaborate closely with CDU, ISU, EAU, ECCE, SBMU and VITE to ensure that curriculum implementation efforts across the institutions are aligned.
- In line with the findings of the Curriculum Situational Analysis, work closely with senior management and local staff within CDU and other units to complete the curriculum roll-out including standardised teacher guides and learning support materials for students.
- Support the outsourcing of curriculum material for the remaining years, where appropriate.
- Introduce routine independent peer reviews of all the curriculum material (content and languages)
- Work with the CDU and other units to develop a systematic approach to curriculum monitoring and renewal that integrates learning, revisions and includes provincial level monitoring tools.
- Provide advice on the development of training modules in support of the new curriculum (including literacy and the vernacular; transition to English and French; new pedagogies and the use of ICT).
- Ensure that teacher's guides and other supporting materials produced:
  - adopt a unified, integrated approach to the teaching of literacy;
  - support the *Yumi Ademap Lanwis* and multilingual approaches in all levels;
  - are linked to student support materials and other resources;
  - give sufficient guidance to teachers to allow teachers at all stages of their careers (novice, experienced) to structure their classes. This should be done, for example by including a suggested weekly scheme of work as well as more detailed lesson plans to cover all unit learning content; and
  - include a focus on learning outcomes and their measurement, e.g. by including classroom assessment activities and tools after each topic and providing a means of remediation if mastery has not been achieved; and
  - adopt a social inclusion and gender equality lens.
- Consult regularly with VITE management, ISU, SBMU, EAU and ECCE on the development of the curriculum to promote ownership and enable on-going revisions to teacher training approaches to complement and reflect the introduction of the new curriculum and consolidate curriculum implementation for early years under VESP Phase I.
- Provide advice to EAU on planning and budgeting for routine administration of VANSTA and analysis of results;
- Provide advice to EAU on using school based assessments and examinations to track student outcomes and provide advice to the school level and MoET units to adapt and revise programs including professional development (VITE and ISU) as required.
- Work with the management team, the communication team and MoET to develop, package and communicate curriculum policy, achievements and lessons.
- Other relevant tasks as required during implementation.

### Reporting

- Reports to Team Leader, VESP Phase II
- Regular contact with Director of Education Services, Ministry of Education and Training.
- Regular contact with the PEO, CDU Manager, ISU, SBMU, EAU and Principal, VITE.

### Qualifications & Competencies

- Relevant post-graduate qualification and extensive experience in designing education curriculum and/or assessment for various levels of schooling.
- Evidence of a substantial theoretical background in current curriculum and assessment theory and practice, of current curriculum and assessment approaches including competency based or outcomes-based approaches for learning and assessment.
- Demonstrated experience in planning, designing, developing and implementing curriculum at a school, or system level in a developing country context.
- Experience in adapting curriculum to ensure local content and to meet local student needs of those in remote and isolated schools and in multiclass situations in a multilingual context.

## MONITORING, EVALUATION AND LEARNING ADVISER

**Term:** Short-Term

**ARF Classification:** C

**Location:** MoET, Port Vila, Vanuatu and desk-based

**Objective:** To support the development and implementation of the VESP Phase II approach to Monitoring, Evaluation and Learning (MEL).

### **Responsibilities:**

- Develop the MEL plan for VESP Phase II in line with the existing M&E Plan developed under VESP Phase I and MoET M&E approach and priorities and following PMO's recommendations ;
- Provide ongoing policy and technical advice to the program team and MoET on MEL;
- Work with all relevant units within MoET to ensure evaluation and data collection systems align;
- Coordinate the implementation of the VESP Phase II MEL Plan in consultation with key stakeholders and in line with the ECB Standard 2;
- Coordinate the establishment of baseline data for all monitoring indicators;
- Design, coordinate and facilitate thematic evaluations, case studies, stories of change, reflection workshops and program learning events;
- Provide data and analysis for promoting program achievements and supporting communications;
- Support the design of MEL for provincial pilots to ensure robust data collection and monitoring to inform pilot implementation and broader replication strategies;
- Support increased capacity within MoET to use learning and evidence to inform policies and policy implementation including supporting Open VEMIS staff and providing training and mentoring to key units within MoET;
- Support VESP management team to use monitoring and learning to inform program implementation;
- Other relevant tasks related to MEL as required;

### **Reporting:**

- Team Leader, VESP Phase II
- Regular contact with all TA working on the program
- Regular contact with all MoET sub-sectors at national and provincial level.
- Regular liaising with AHC and key units within MoET

### **Qualifications & Competencies:**

- Relevant post-graduate qualification and extensive experience in advanced research and evaluation approaches;
- Experience developing MEL systems for programs in resource constrained settings;
- Demonstrated practical experience in the design and implementation of MEL for education programs including methodologies, tools, data collection and analysis, and the dissemination of results;
- Experience supporting MEL capacity development and facilitating reflection and learning events;
- Demonstrated capacity to work effectively with diverse stakeholders in a cross-cultural context;
- Ability to develop quality reporting and communicate and tailor information to the needs of multiple audiences.

Annex 8: Not Used



## Annex 9: Monitoring, Evaluation and Learning (MEL)

The VESP Phase II program logic and theory of change outlines the key outcomes expected to be achieved over the next five years of Australian investment in education in Vanuatu. The VESP Phase II Monitoring, Evaluation and Learning (MEL) Plan will be developed based on the program logic and align with MoET's information, monitoring and reporting systems, which focus on monitoring and measuring progress towards outcomes and outputs outlined in the MoET Corporate Plan (2018-20). The MEL Plan will also be guided by the National Sustainable Development Plan (NSDP) to ensure a clear line of sight between VESP Phase II investment results and broader, long-term Government of Vanuatu priorities and objectives. Importantly, the VESP Phase II MEL Plan will build on the M&E Plan (see Attachment D) developed under VESP Phase I, recognising that significant work was conducted during VESP Phase I to align the program M&E with MoET's key priorities and strategies.

The MEL Plan will support specific requirements of the new phase and will shift away from monitoring and measuring activities. Responding to the recommendations in the VESP Phase I mid-term review, VESP Phase II will have a stronger focus on **monitoring and measuring outcomes and outputs**, including unintended outcomes. To support a focus on outcomes, the MEL Plan will expand the range of tools and methods used to assess progress and ensure a balanced approach to quantitative and qualitative data collection. Program pilots will require their own MEL plan, that link to the broader program MEL, to ensure knowledge and learning from pilots is captured through tight feedback loops and used to inform implementation and the scale-up or replication of pilots.

VESP Phase II will involve a strengthened and purposeful focus on **learning** through the MEL Plan. This will aim to support improved program management and implementation decision-making; support funding efficiencies; contribute to MoET's broader monitoring and learning objectives; encourage a culture of evidence-based planning and policy reform; and inform communication needs and strategies. VESP Phase II will require deeper analysis and evaluation of program implementation results to develop credible evidence and learning that is used to inform activities and program approaches. In addition, VESP Phase II will seek to build a culture of trust among key stakeholders (VESP Phase II program, MoET and DFAT) that allows the program to fail and learn from failure and cease activities that are not contributing to the achievement of outcomes. The potential for revitalising the MEL Technical Reference Group<sup>125</sup>, established through VESP Phase I, should be considered as a key strategy for guiding and promoting learning from monitoring and evaluation activities within the MoET.

A key focus of the MEL Plan will be to monitor and assess progress towards more inclusive education through quantitative and qualitative data collection on **social inclusion**. Key quantitative approaches will include continuing to disaggregate and arrange data by geography (province), school level (ECCE, primary, secondary), age and gender (male and female), and disability. Other data disaggregation may be used to inform program approaches. Qualitative approaches could include case studies and stories of change.

### Purpose

The purposes of the VESP Phase II MEL will be to monitor and measure the following:

- 1) **Progress:** the achievement of program outcomes (and outputs) to inform decision-making and program activities.
- 2) **Management and Accountability:** to equip MoET and DFAT to effectively manage resources and account for the use of funding
- 3) **Learning and Improvement:** to understand what works (and doesn't work), support decision-making and develop a robust evidence base for policy and planning.

### Principles

The principles underpinning the MEL Plan will include:

- **MEL is an integral and integrated part of all program activities:**
  - Linkages to anticipated outcomes and outputs are clearly defined for all activities.
  - Responsibility for MEL is shared across the program, not just the responsibility of the MEL team.
- **Flexibility and simplicity**

<sup>125</sup> Individuals within MoET have advised that the Technical Reference Group was highly appreciated and useful in VESP Phase I.

- The MEL plan will be flexible enough to remain relevant across different contexts.
- Different methodologies may be required to measure different outcomes.
- The MEL plan will be simple and accessible to a range of audiences.
- **Monitoring and Evaluation Standards**
  - Monitoring and evaluation will align with the OECD Development Assistance Committee criteria of relevance, effectiveness, efficiency, impact and sustainability.
  - Guided by the DFAT Monitoring and Evaluation Standards.
  - Evaluation activities will be conducted in accordance with the relevant aspects of the Guidelines for the Ethical Conduct of Evaluations, as set out by the Australasian Evaluation Society.
- **Partnership and inclusion:**
  - MEL approach will monitor and assess quantitative indicators of disability inclusion including through the use of the UNICEF/Washington Group child functioning module.
  - MEL will be participatory to ensure all stakeholders participate in MEL activities; have ownership over conclusions related to progress; and increase the likelihood of the uptake and use of evidence.
  - MEL activities will support MEL capacity and competency within MoET, align with planned MoET activities and coordinate reporting and data collection.
- **Knowledge and learning:**
  - The MEL Plan will use a range of communication and reporting tools to ensure monitoring information is accessible and supports two-way communication and information flows.
  - Knowledge and learning products will be packaged, tailored and disseminated for specific audiences, including through the use of media (such as radio and film) and technology (social media etc).
  - The MEL Plan will provide a balance of both quantitative and qualitative data.
  - Monitoring and thematic studies will align with MoET planning and priorities.

### Overarching Evaluation Questions

The following overarching evaluation questions have been formulated to guide the development of the VESP Phase II MEL Plan.

1. Is adequate progress being made towards the achievement of program outcomes? If so, why? If not, why not?
2. To what extent are teachers and school principals making a difference to teaching and learning in their schools?
3. Is community engagement helping to foster increased access and participation in schools?
4. To what extent has school-based management improved teacher quality and/or student learning outcomes?
5. Has there been an improvement in communication between the provincial and national levels?

### Methods and Tools

MEL will be integrated across the program and will be the responsibility of all staff and advisers engaged through the program. It is expected that VESP Phase II staff will work with respective units within MoET to support MEL for each MoET Unit (CDU, ISU, EAU, ECCE etc). The overarching approach will focus on monitoring and assessing progress towards the end-of-program outcomes and ensuring learning is captured and used to inform program implementation and broader MoET objectives for the education sector. VESP Phase II MEL system will use the Ministry's data (and reporting system) where the available information aligns with VESP Phase II results. If information needs between VESP Phase II and MoET don't align, VESP Phase II will assist the Ministry develop these information channels. Where the information will only be used by VESP Phase II, separate data collection will be reported through six-monthly reports.

### **Baseline**

The following key data sources will be used as the baseline for monitoring VESP program outcomes:

**1. MoET Open VEMIS (OV):** this web-based school management system manages all school information including student records, teacher registration, facilities and assets. There is a plan underway for examination results to be included.

- **School Records:** A register of registered schools and profile information is kept on the OV system. This includes details of registration, finance (including school grants and bank statements), facilities and infrastructure, and school minimum quality standards. Provincial education officers maintain information on school registration directly on OV.
- **Student Records:** Individual student records are kept on the OV system. A completed student record form is submitted with the rest of the annual school survey to the PEO. Provincial Officers enter individual student records in OV.
- **Teacher Records:** The ministry no longer requests all teacher information as part of the annual school survey. The ministry provides school principals with known details of teachers who then audit and correct this information, indicating necessary corrections for the ministry. Schools return audited teacher records with other survey forms to PEOs. PEOs update ministry teacher data. OV provides online access to all teacher pay information.

VESP Phase II will build on data from OV and time series data collected and collated through VESP Phase I.

**2. Vanuatu Minimum Quality Standards (VMQS):** MoET has developed the Vanuatu Minimum Quality Standards for Primary Schools (see Annex 6) through close consultation at the national, provincial and school levels. The MQS outline fifteen standards required to ensure schools can provide all children with a quality education. These standards cover access to primary schools, quality of education and the efficient management of primary schools. A self-assessment tool was introduced in VESP Phase I for schools to assess themselves against the MQS.

**3. VANSTA Assessment:** Vanuatu will be supported to administer the Standardised Test of Achievement (VANSTA), a national assessment to monitor literacy and numeracy skills every two years at the end of Years 4 and 6, in all primary schools. This national assessment, conducted most recently in 2017, reports separately on Anglophone and Francophone achievements in numeracy and literacy. The VANSTA has been recently revised and provides an indication of student and school achievements but does not provide detailed findings or analysis of the issues and factors within the primary education system that lead to assessment results. VANSTA 2017 assessment results will provide the baseline for literacy and numeracy (Years 4 and 6) for VESP Phase II.

**4. Analysis:** it has been recommended that the following analysis be conducted during the final year of VESP Phase I and/or early stage of VESP Phase II implementation to enhance quantitative and qualitative information for VESP Phase II planning and implementation:

- Curriculum situational analysis (to be done in 2018)
- Use of ICTs for enhanced learning
- Cost of schooling analysis
- Teacher Knowledge, Attitudes and Practices (KAP) Survey
- Assessment of opportunities for Results based aid<sup>126</sup> delivery approaches
- Lessons learned for ECCE
- Teacher demand and supply analysis

### Monitoring & Learning

VESP Phase II will continue to use quantitative data analysis from OV and information from annual assessment against the VMQS to monitor progress towards the achievement of outcomes. Proposed qualitative tools will include, but not be limited to:

- Reflection and review workshops for principals, teachers, PEOs, VESP and MoET.
- Thematic evaluations (deep dives) with a specific focus on experiences and changes for children with disabilities, changes in teaching practices, curriculum/language policy, school-based management.
- SIO teacher observations, teacher diaries and pre and post surveys should be considered to monitor and measure improvements in teacher quality.
- Stories of change focused on the school level and/or child learning outcomes.
- Case Studies and/or monitoring studies.

<sup>126</sup> Results based aid models (or Outputs based aid, or Cash on Delivery) is a more progressive approach to aid that link funds to outputs or outcomes rather than paying for inputs. There are increasing examples of donors using RBA in the Pacific e.g. Samoa education, Solomon Islands Health program.

- Evaluative studies that explore why change is happening, and if change is not happening as expected, to explore why not.
- Six monthly and annual progress reporting.
- Steering Committee reports outlining achievements against outputs and outcomes; lessons learned; challenges and risks; and proposed activities.

## Evaluation

DFAT review and evaluation will include:

- Independent progress review (IPR) at year 3
- Final program evaluation at year 5
- Yearly Program Performance Assessments (PPAs)
- Ad hoc independent reviews or evaluations of specific issues/themes as needed to be undertaken by the Strategic Advisory Support Panel

Data and information collected through MEL activities will be used as the basis for decision-making on program approaches and activities. The timing of collection and reporting on MEL data will align with key decision-making points such as annual planning processes, steering committee meetings and six-monthly reporting. In addition, the program MEL will, where possible, align with MoET's MEL activities and reporting periods to further support MoET's own MEL processes and ensure an efficient and collaborative approach to MEL. The Managing Contractor will be required to collate and package MEL data and information for both DFAT and MoET and develop a process outlining roles and responsibilities for ensuring regular feedback between MoET (national and provincial level), DFAT and the program on program achievements, issues and risks.

DFAT's Education Analytics Service (EAS) will also undertake a multi-year study<sup>127</sup> from 2018 that seeks to understand the extent to which VESP supports education leaders and teachers to develop teaching knowledge and to change teaching practice over time. It will also explore the extent to which teachers' participating in VESP may have contributed to improvements in learning outcomes for students, noting however attribution to a specific program would be complex.

<sup>127</sup> This evaluation is a follow on from the Office of Development Effectiveness (ODE) report *Investing in Teachers* (2015).

## Annex 10: Value for Money

VESP Phase II will provide increased efficiency and economical use of Australian Government funding. As documented, VESP Phase I has achieved demonstrable results across the education sector and strengthened diplomatic relations between the Government of Vanuatu and Australia. VESP Phase II has supported a strong enabling environment for the implementation of effective policy reforms and effectively leveraged Government of Vanuatu funds for School Grants. The new phase of the program will continue to provide value for money by maximising the impact of Australia's investment through the following:

- **Single Managing Contractor.** The use of a single Managing Contractor for the delivery of VESP Phase II and Australia Awards in Vanuatu is expected to reduce management overhead costs and AHC staff time, as well as support linkages between the two programs;
- **School Grants.** Conducting a detailed cost of schooling analysis to support improved School Grant cost-effectiveness and targeting. Taking into consideration that through VESP Phase I School Grants for Years 1-6 are now fully financed by MoET, the program will shift investment in School Grants to ECCE and Years 7-8 initially with a view to including Years 9-10 as MoET gradually take on the financing of Years 7-8.
- **ECCE.** Continuing to support ECCE, however, delivered through the selected Managing Contractor rather than through a DFA to the Ministry. This will strengthen coordination with other focus areas, financial accountability and monitoring processes linked to the funding and reduce the risk of leakage. Support will focus on longer term sustainability and integration of ECCE into MoET. Support from the managing contractor, will enable the ECCE unit within MoET to focus on activity implementation, monitoring and evaluation and leverage off other VESP activities related to Year 1 to 6 i.e. through combined training workshops.
- **Learning.** VESP Phase II will have a strengthened focus on learning and a more purposeful approach to supporting the use of evidence and learning in both program delivery and policy development and implementation. A focus on learning will contribute to a more robust body of evidence on what works (and doesn't work) in the Vanuatu context and identify tailored approaches to supporting learning outcomes across provinces and urban, semi-urban, rural and remote schools in Vanuatu. VESP Phase II will seek to build a culture of trust that allows the program to fail and learn from failure and discontinue activities that are not contributing to the achievement of outcomes.
- **Pilots.** Linked to a focus on learning and recognising that piloting new and innovative approaches is still required, VESP Phase II will support development of stronger end-to-end monitoring and learning frameworks for pilot interventions at the provincial level, including costing of pilots. This will support learning and broader replication planning and provide quick feedback loops to inform if changes or adjustments to pilot interventions are required and, if not successful, allow for the discontinuation of pilots.
- **Provincial readiness.** Provinces involved in targeted interventions and pilots through VESP Phase II (Provincial Partnerships) will be selected through a competitive process with clear selection criteria. This will increase the probability of success and reduce the potential for ineffective use of funding as provinces will need to meet specific criteria to be selected. Any future expansion would also require validation of provincial 'readiness' and co-contribution at the provincial government level.
- **Localisation and International Technical Assistance.** While there will be a continued need for international technical advisers to support the implementation of key elements of policy reforms, VESP Phase II will adopt a more strategic approach to the recruitment of short-term technical advisers on the program. This will include conducting a TA needs analysis and localisation strategy early in implementation for regular review and refinement throughout the life of the program. Short-term advisers will be expected to adopt a whole-of-team approach to ensure synergies across key areas of focus and MoET units, reduce the potential for overlap and identify efficiencies across technical advisory inputs. The localisation strategy will include strategies for the transfer of skills using a 'local empowerment model', recruitment of national staff where appropriate and where technical skills exist locally, and outline an approach to increasing localisation through the program.
- **Results-based aid.** VESP Phase II will identify opportunities for increasing value for money of Australian aid investment and incentivising sustainable GoV investment in education through results-based aid

approaches. This could involve (pending VESP Phase II budget availability) developing a performance framework for education that is measured, reported on and reviewed annually culminating in a performance score that is applied to an annual upper limit amount made available as budget support to MoET through the DFA. Potential areas to measure could include: preservation of the education budget allocation as a percentage of GDP or public expenditure; increases in non-salary recurrent expenditure; maintaining school grant for Y1-6; gradual increase and transition to funding of other basic education school grants; school rationalisation and improved distribution of staff and budget from the national to provincial and school levels.

- **Other DFAT programs and the private sector.** The program will explore opportunities to work collaboratively with other DFAT programs to maximise the collective impact and value for money of Australian Government investments in Vanuatu. Potential programs include Governance for Growth (GfG) to support public financial management; APTC to support teacher training and the Australian Volunteer Program (AVP). The program will also seek to identify opportunities for Public Private Partnerships (PPPs) that support both teaching and learning resources as well as communications.
- **Communications.** An increased focus on communicating results at all levels is expected to increase the visibility of Australia's investment in education in Vanuatu and provide tangible evidence for building domestic support for Australia's aid program.

## Annex 11: Risk Matrix

Risk (event, source, impact)	Previously occurred?	Risk Rating			Existing controls	Control effectiveness	Proposed controls	Responsibility	Timeframe (proposed controls)	Residual risk rating		
		Likelihood	Consequence	Rating						Likelihood	Consequence	Rating
<b>Operating Environment:</b> Changes in leadership and/or poor leadership due to changes in government / Minister / Director-General that result in changes in GoV priorities, a loss of momentum on key reforms, delays to implementation and the achievement of proposed outcomes within the program timeframe.	Yes	Possible	Moderate	Medium	<ul style="list-style-type: none"> <li>Maintain close engagement with MoET (all key units) and other Ministries (including PMO and MFEM) to maintain visibility of emerging priorities, reduce the risk of implementation delays and plan for potential changes in priorities.</li> <li>Work closely with MoET to manage competing priorities and maintain focus on program outcomes.</li> <li>Work closely with MoET senior and middle managers and provincial managers to ensure support for program priorities and approaches.</li> <li>Promote achievements of key education reforms supported through the program.</li> <li>Engage central agencies (PMO and MFEM) in steering committee at least three times a year</li> </ul>	Adequate	<ul style="list-style-type: none"> <li>Enhance communication of program achievements and positive impacts of key education reforms (design emphasises enhanced focus on communication as a cross-cutting issue)</li> <li>Provide early, targeted briefing for any new Ministers / Director Generals / Directors on the program, as well as PMO and MFEM education sector analysts</li> </ul>	First Secretary & SPM	Jan-Jun 2019	Possible	Moderate	Medium
<b>Operating Environment:</b> Natural disaster disrupts implementation, causes extensive damage to education infrastructure, or displaces students, putting pressure on MoET's budget and the program to prioritise infrastructure over other priorities.	Yes	Likely	Moderate	High	<ul style="list-style-type: none"> <li>Flexibility and responsiveness to natural disasters highlighted in the design.</li> <li>Support MoET to identify and work with other donors (eg. WB) on education infrastructure.</li> </ul>	Adequate	<ul style="list-style-type: none"> <li>Contract and DFA negotiations to plan for natural disasters – ensure flexibility to respond quickly, with minimal disruption to VESP Phase II (including for example, ability to channel additional funds through DFA for school grants; use of a flexible STA budget)</li> </ul>	First Secretary & SPM	Sep-Oct 2018	Possible	Moderate	Medium
<b>Policy:</b> A reduction in budget allocations to education or inefficient use of MoET appropriations could impact implementation and delay achievement of outcomes.	No	Unlikely	Major	Medium	<ul style="list-style-type: none"> <li>Design includes planning and budget LTA to support MoET and VESP Phase II program implementation.</li> <li>Design includes a Strategic Advisory Support Panel with expertise to support DFAT to advocate and influence policy reforms, including related to planning and budgeting.</li> <li>Design highlights supporting coordination, communication and links between MoET, PMO and MFEM, including through GfG.</li> <li>Design highlights enhanced communications and evidence-based decision-making, including to build GoV support for education policy reforms and implementation.</li> </ul>	Adequate	<ul style="list-style-type: none"> <li>Maintain strong oversight and communication with planning and budget LTA.</li> <li>Regular engagement of the Strategic Advisory Support Panel.</li> <li>Keep abreast of broader GoV priorities (including potential changes).</li> </ul>	First Secretary & SPM	ongoing	Unlikely	Major	Medium
<b>Results:</b> The transition from VESP Phase I to VESP Phase II, and corresponding changes to key program personnel, could result in a loss of momentum in program delivery.	Yes	Possible	Minor	Medium	<ul style="list-style-type: none"> <li>Current timeframe allows for a two-month transition period with a clear aim of maintaining momentum.</li> <li>Design highlights the need for managing contractor to identify a clear transition plan and communication processes to ensure transition is well managed.</li> <li>Maintain clear communication with MoET on the transition between phase I to phase II.</li> </ul>	Adequate	<ul style="list-style-type: none"> <li>DFAT personnel with long-term, strong working relationships with MoET maintain regular contact with MoET and managing contractor to support continuity and the transition from phase I to phase II.</li> <li>Regular contact with managing contractor and effective contract and performance management of managing contractor.</li> </ul>	SPM	Nov 2018 – Mar 2019	Possible	Minor	Medium

<p><b>Results:</b> Proliferation of activities becomes unmanageable, spreading resources too thinly and inhibiting progress towards program outcomes.</p>	Yes	Possible	Moderate	Medium	<ul style="list-style-type: none"> <li>Maintain regular, open communication (through Steering Committee meetings and informal meetings) between DFAT and managing contractor to ensure implementation challenges are addressed early, to reflect on focus areas and progress towards program outcomes.</li> <li>Design outlines purpose and function of Steering Committee, which provides regular opportunities to discuss and agree on program activities and management actions.</li> </ul>	Adequate	<ul style="list-style-type: none"> <li>n/a</li> </ul>	First Secretary & SPM	ongoing	Unlikely	Moderate	Medium
<p><b>Results:</b> program outcomes cannot be achieved because they are too ambitious and place too much pressure on an already stretched MoET and/or the program undermines local capacity, detracting from longer-term sustainability of outcomes.</p>	Yes	Possible	Moderate	Medium	<ul style="list-style-type: none"> <li>Maintain engagement and ownership by the Minister and MoET, through regular dialogue to ensure VESP supports MoET's own ambitions (eg. school grants).</li> <li>Design highlights need to focus on localisation and sustainability, including through performance payments and transition of ECCE and supplementary grants from managing contractor to MoET over time.</li> </ul>	Adequate	<ul style="list-style-type: none"> <li>n/a</li> </ul>	First Secretary & SPM	ongoing	Possible	Moderate	Medium
<p><b>Safeguards:</b> If staff are not adequately screened, informed and trained in child protection, there could be poor adherence to DFAT and MoET's Child Protection Policies, which could result in a child protection incident linked to the program, resulting in reputational risk for the Australian Government.</p> <p>NB: no significant risks identified for environmental protection, displacement and resettlement, indigenous peoples and health and safety safeguards.</p>	No	Possible	Moderate	Medium	<ul style="list-style-type: none"> <li>Child protection policy and guidance tailored to the program context reviewed and refined regularly.</li> <li>Child-safe recruitment of all personnel.</li> <li>Clear and quick process for responding to disclosure or suspicion of harm to a child and sanctions for breaches of the child protection policy.</li> <li>Stakeholders required to meet MoET's Child Safeguarding Policy (which is in line with DFAT's Child Protection Policy).</li> <li>Ongoing open communication between Managing Contractor and DFAT to manage potential risks to child protection quickly and effectively.</li> </ul>	Adequate	<ul style="list-style-type: none"> <li>Contract negotiations will require all new program personnel are trained in child protection and adhere to a child protection code of conduct.</li> </ul>	SPM	ongoing	Unlikely	Moderate	Medium
<p><b>Fraud/Fiduciary:</b> Mismanagement or misappropriation of program funds could occur if appropriate financial management procedures are not followed. This could result in a shortfall of funding, disciplinary action against a key stakeholder, a strain on DFAT's relationship with MoET, and distraction from, and delays to, implementation.</p>	Yes	Possible	Moderate	Medium	<ul style="list-style-type: none"> <li>Risk and fraud training for all program personnel, including fraud awareness training at induction and regular refresher training for personnel throughout implementation.</li> <li>Dedicated resources in operational team to conduct audits, spot-checks and training for program personnel and key partners in identifying and managing risk and fraud.</li> <li>Robust fraud reporting systems and processes aligned with DFAT policies on financial management and fraud.</li> <li>Post senior management will be provided every 6 months with a summary report of Direct Funding Agreements (DFAs) showing the annual acquittal and audit status to promote visibility and oversight</li> <li>Annual external audit requirement of the DFA</li> <li>DFA including clear clauses on deliverables and clear reporting requirements</li> </ul>	Adequate	<ul style="list-style-type: none"> <li>Assessment of National Systems (report due 2018) and Fiduciary Risk Assessment of MoET (planned for early 2018) will inform how Vanuatu Government systems can be used in the education sector. Recommendations from those reports will be implemented and will include regular reporting through Steering Committee meetings and annual external audits.</li> <li>Regular financial audits of program expenditure conducted throughout implementation.</li> </ul>	First Secretary & SPM	ongoing	Possible	Moderate	Medium
<p><b>Reputation:</b> All risks identified have the potential to damage DFAT's reputation and put a strain on Australia's relationship with GoV (particularly with MoET). Damage to the relationship with MoET would affect a significant proportion of DFAT's aid program in Vanuatu (VESP, Australia Awards, Vanuatu Skills Partnership; APTC and other regional investments).</p>	No	Possible	Moderate	Medium	<ul style="list-style-type: none"> <li>All actions identified above.</li> <li>Escalate any key risks if reputational damage becomes more likely.</li> <li>Communications and public diplomacy efforts strengthen Australia's reputation.</li> </ul>	Adequate	<ul style="list-style-type: none"> <li>n/a</li> </ul>	First Secretary	ongoing	Possible	Moderate	Medium



## Annex 12: Safeguards

The key safeguard issue identified for ongoing monitoring throughout implementation is child protection, recognising that program activities will involve interaction with schools and communities. Child protection will be integrated in VESP Phase II to ensure appropriate safeguards are in place to protect children and comply with the minimum standards in *DFAT's Child Protection Policy*. The program will support implementation of the *MoET Child Safeguarding Policy (2017)* across all aspects of VESP Phase II implementation and identify opportunities to support and strengthen the integration of child protection considerations into provincial and school level planning and monitoring, school principal and teacher training and mentoring, school curriculum development (such as child rights, gender and inclusion, non-violent conflict resolution and life skills), early childhood programs, communications and community engagement (including awareness-raising and activities that support positive discipline). The Managing Contractor will refer to the *DFAT Child Protection Guidance Note* to guide other proactive approaches to supporting child protection.

All VESP Phase II program personnel will undertake training in child protection and will be required to sign onto the child protection code of conduct and other child protection standards. The Managing Contractor will build on existing or develop new program specific child protection guidelines based on risk assessments and DFAT child protection policy and guidance<sup>128</sup> that is tailored to the contexts in which the program will operate. Key elements of this guidance will include: child-safe recruitment of all program personnel and volunteers involved in the program<sup>129</sup>; a process for a quick and professional response to disclosure or suspicion of harm to a child; sanctions for breaches; and ensuring visitors and donors are supervised and can be identified as visitors during school visits. Should VESP Phase II activities involve partnerships with non-government organisations or the private sector, these organisations and individuals from within these organisations, will be expected to comply with the DFAT Child Protection Policy and program specific child protection guidance.

### Safeguards Screening Checklist

Environmental and Social Safeguards	No, Yes Unsure	If Yes or Unsure		Risk rating before controls <sup>130</sup>
		Likelihood	Consequence	
<b>Environmental protection</b>				
<p><b>1.1</b> Will the investment adversely affect the environment? For example, by supporting any of the following:</p> <ul style="list-style-type: none"> <li>• infrastructure development, such as roads, bridges, airports, railways, ports, dams, water, sanitation and hygiene (WASH), waste management, telecommunications, energy production and distribution facilities, urban development.</li> <li>• construction/renovation/refurbishment/demolition of buildings such as schools, hospitals, health facilities or any of the infrastructure above</li> <li>• diversion of water, including for water supply, irrigation, flood-mitigation, or aquaculture</li> <li>• rural development, agriculture, food production, or forestry activities</li> <li>• activities in the extractives (oil, gas, mining), manufacturing, transportation and tourism sectors.</li> </ul>	No	Choose an item.	Choose an item.	Low
<b>Guidance:</b> <a href="#">Environmental Protection safeguard webpage</a> or contact <a href="mailto:aidsafeguard@dfat.gov.au">aidsafeguard@dfat.gov.au</a> for more information.				
<p><b>1.2</b> Will the investment increase environmental, climatic and/or social vulnerability, including by (but not limited to):</p> <ul style="list-style-type: none"> <li>• increasing emissions of greenhouse gases (e.g. energy intensive process will lead to an increase in Green House Gas production)</li> <li>• reducing incentives to adapt (e.g. change in social norm away from responsible water conservation to increased consumption)</li> </ul>	No	Choose an item.	Choose an item.	Low

<sup>128</sup> See <http://dfat.gov.au/about-us/publications/Pages/child-protection-policy.aspx> [Accessed 13 March 2018]

<sup>129</sup> See DFAT Child Protection Guidance Note – Recruitment and Screening

<sup>129</sup> Use Annex 1: DFAT Aid Risk and Safeguard Matrix to categorise the safeguard risk rating (low, medium, high or very high)

Environmental and Social Safeguards	No, Yes Unsure	If Yes or Unsure		Risk rating before controls <sup>130</sup>
		Likelihood	Consequence	
<ul style="list-style-type: none"> <li>increasing the vulnerability of people (particularly the most vulnerable) or the environment to climate change (e.g. pesticides, used to eradicate mosquitoes that carry dengue fever, damage native insect populations which reduces agricultural productivity, leading to food insecurity)</li> <li>increasing the impact of disasters, e.g. will infrastructure building codes and specifications be adequate for the intensity of disasters/hazards experienced in the investment area (e.g. floods, earthquakes, cyclones), will the investment impact the food security of a vulnerable population</li> <li>setting paths that limit future choices (e.g. large capital and institutional commitment reduces portfolio of future adaptation options).</li> </ul>				
<b>Guidance:</b> <a href="#">Climate action and disaster resilience webpage</a> ; <a href="#">Humanitarian and disaster risk reduction webpage</a> or contact <a href="mailto:resilience@dfat.gov.au">resilience@dfat.gov.au</a> for further information.				
<b>Children, vulnerable and disadvantaged groups</b>				
2.1. Will the investment adversely impact vulnerable and/or disadvantaged groups including children, women, people with disabilities, minority groups, or the elderly?	No	Choose an item.	Choose an item.	Low
2.2. Will the investment involve contact with children or working with children? <sup>131</sup>	Yes	N/A		Moderate
<b>Guidance:</b> <a href="#">Children, vulnerable and disadvantaged groups safeguard webpage</a> ; <a href="#">Child protection webpage</a> or contact <a href="mailto:childprotection@dfat.gov.au">childprotection@dfat.gov.au</a> ; <a href="#">Gender equality and empowerment of women and girls webpage</a> or contact <a href="mailto:gender.equality@dfat.gov.au">gender.equality@dfat.gov.au</a> ; <a href="#">Disability-inclusive development webpage</a> or contact <a href="mailto:disability.inclusive.development@dfat.gov.au">disability.inclusive.development@dfat.gov.au</a> for further information.				
<b>Displacement and resettlement</b>				
3.1 Will the investment involve activities or provide advice about an activity that will: <ul style="list-style-type: none"> <li>displace people, either physically or economically</li> <li>exclude or reduce people’s access to land they live on or used to generate livelihoods</li> <li>exclude or reduce people’s access to land that is of cultural or traditional importance to them?</li> </ul>	No	Choose an item.	Choose an item.	Low
<b>Guidance:</b> <a href="#">Displacement and resettlement safeguard webpage</a> or contact <a href="mailto:resettlement@dfat.gov.au">resettlement@dfat.gov.au</a> for further information.				
<b>Indigenous peoples</b>				
4.1. Will the investment involve activities that adversely impact the: <ul style="list-style-type: none"> <li>dignity, human rights, livelihood systems or culture of indigenous peoples</li> <li>land or natural and cultural resources that indigenous peoples own, use, occupy or claim?</li> </ul>	No	Choose an item.	Choose an item.	Low
<b>Guidance:</b> <a href="#">Indigenous peoples safeguard webpage</a> or contact <a href="mailto:humanrights@dfat.gov.au">humanrights@dfat.gov.au</a> for further information.				
<b>Health and safety</b>				
5.1. Will the investment adversely impact the health and safety of workers and/or communities?	No	Choose an item.	Choose an item.	Low
5.2. Will the investment involve DFAT workers?	Yes	N/A		
5.3. Will the investment involve risk of exposing workers and/or communities to asbestos?	No	N/A		
<b>Guidance:</b> <a href="#">Health and safety safeguard webpage</a> or contact <a href="mailto:whs@dfat.gov.au">whs@dfat.gov.au</a> or <a href="mailto:aidsafeguard@dfat.gov.au">aidsafeguard@dfat.gov.au</a> for further information.				

<sup>131</sup> Complete Steps 1-3 of the *Guidance Note: Establishing Child Protection Risk Context* to assess the overall child protection risk.

## Annex 13: List of relevant documents and links

Documents 4 to 12 to be found on <http://www.espvanuatu.org/>

1. VESP Phase 1 Design and Annexes, <https://dfat.gov.au/about-us/publications/Documents/vanuatu-education-sector-program.pdf>
2. Vanuatu Minimum Quality Standards, [https://moet.gov.vu/docs/policies/Primary%20Minimum%20Quality%20Standards%20-%20Poster%20\(English\)\\_2014.pdf](https://moet.gov.vu/docs/policies/Primary%20Minimum%20Quality%20Standards%20-%20Poster%20(English)_2014.pdf)
3. VESP Mid-Term Evaluation 2016, <http://dfat.gov.au/about-us/publications/Documents/vanuatu-education-support-program-mid-term-review.pdf>
4. MoET, (2017) *Yumi Ademap Lanwis*, Language Transition Guidance, Vanuatu.
5. VESP Curriculum Monitoring Study – Phase 1 Report, September 2017 (includes School Leadership Monitoring Study, 2017)
6. Pongi, V. and Raivoce, A. (2017) Final Report on the Monitoring and Implementation of the Year 1 Curriculum- September 2016 – June 2017, PECC Consultants
7. Pongi, V. 2017, *Common Teaching Service Standards for Teachers in Vanuatu*. Vanuatu
8. Australian Broadcasting Corporation – International Development (ABCID), 2017, 6 Yia Klas 1 – Audience Brief, July 2017, Vanuatu.
9. VESP Gender Disability Social Inclusion Strategy 2014- 2018
10. VESP Gender Disability Social Inclusion Strategy – Internal review of Strategy Implementation and Progress, 2017.
11. Mullins, K., and the Vanuatu Monitoring, Evaluation and Research Team for the VITE and VESP, (2017), *Evaluation Study of Effective Teaching and Learning Course Trial*. Development Services, Port Vila Vanuatu
12. VESP 6 Monthly Progress Report and Annexes, March 2018
13. Vanuatu Climate Change and Disaster Risk Reduction Policy (2016-2030), [http://www.nab.vu/sites/default/files/nab/vanuatu\\_cc\\_drr\\_policy\\_minus\\_att4v4.pdf](http://www.nab.vu/sites/default/files/nab/vanuatu_cc_drr_policy_minus_att4v4.pdf)