



Solomon Islands Government

**Ministry of Education and Human Resource
Development**



**National Education Action Plan
2016-2020**

FOREWORD

The National Education Action Plan (NEAP) 2016-2020 translates the Education Strategic Framework (ESF) 2016-2030 objectives into a five year implementable action plan. While the ESF provides an overview of the sustainable development goals (SDGs) and the Democratic Coalition of Change (DCC) government's policy statement, NEAP develops the pathway for implementation.

The objectives of NEAP 2016-2020 focuses on three strategic goals of the sector which are; improving access, quality and management of education services. This National Education Action Plan will build on earlier progress by expanding access to Early Childhood Education, Secondary Education and Tertiary Education which includes Higher Education and Technical and Vocational Education and Training. Particular emphasis is given to improving access for students in Senior Secondary, Technical and Vocational Education and Training, and Tertiary Education.

The current NEAP 2016-2020 is a medium term plan of five years and has departed from the precedent National Education Plan which had a three (3) year cycle. It sets in motion activities designed to achieve the intended goals set for the five year cycle with manageable resources. The activities are costed and the implementation strategies are reasonable and can be implemented with existing capacities.

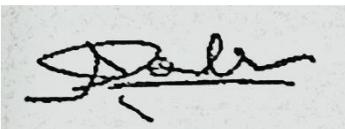
The Ministry of Education and Human Resources Development (MEHRD) manages the NEAP and is funded primarily by the Solomon Islands Government (SIG) which allocates the largest share of the national recurrent budget to education. Two Development Partners, the Australian and New Zealand Governments through their agencies; Australian Department of Foreign Affairs and Trade (DFAT) and New Zealand Ministry of Foreign Affairs and Trade (MFAT) provide budget support. Other partners such as the European Union, UNICEF, UNESCO, the Embassy of

the Republic of China, the Embassy of Japan, JICA and NGOs such as World Vision, Save the Children and VSA offer diverse projects, financial and technical support to the NEAP.

This National Education Action Plan calls for the cooperation and participation of all stakeholders and the commitment of leaders at all levels to progress.

I entrust the National Education Action Plan 2016 – 2020 to all of us to implement and to move the education sector forward in the next five (5) years.

Dr Franco Rodie



Permanent Secretary PS

Ministry of Education and Human Resources Development

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List of Abbreviations and Acronyms

BE	Basic Education
DFAT	Department of Foreign Affairs and Trade (Australia)
DFL	Distance Education and Flexible Learning
DPs	Development Partners
EAs	Education Authorities
ECCE	Early Childhood Care and Education
ESF	Education Strategic Framework 2016-2030
ESL	Early School Leaving
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
ICTs	Information and Communication Technologies
IS	In-service training
JS	Junior Secondary Education
L&N	Literacy and Numeracy
MEHRD	Ministry of Education and Human Resources Development
MFAT	New Zealand Ministry of Foreign Affairs and Trade
MOFT	Ministry of Finance and Treasury
NEAP	National Education Action Plan 2016-2020
NER	Net Enrolment Rate
NQF	National Qualifications Framework
NTQF	National Teacher Qualifications Framework
ODA	Official Development Assistance
PE	Primary Education
PEAPs	Provincial Education Action Plans
Prep	Preparatory Class
PFM	Public Finance Management
PS	Primary School
RTCs	Rural Training Centres
S4EG	Skills for Economic Growth
SDGs	Sustainable Development Goals
SIG	Solomon Islands Government
SICHE	Solomon Islands College of Higher Education
SIMS	Scholarships Information Management System
SINU	Solomon Islands National University
SITESA	Solomon Islands Tertiary Education Skills Authority
SISTA	Solomon Islands Standardised Tests of Achievement
SITEC	Solomon Islands Tertiary Education Commission
SMT	Senior Management Team (MEHRD)
SOP	Standard Operation Procedures
SS	Senior Secondary Education
SSG	Strategic Services Group (MEHRD)
SSU	Strategic Support Unit (MEHRD)
STMS	School of Technology and Maritime Studies (SINU)
TSHB	Teaching Service Handbook
TVET	Technical and Vocational Education and Training
USCS	Under Secretary for Corporate Services (MEHRD)
USEAS	Under Secretary for Education Authority Services (MEHRD)
USNES	Under Secretary for National Education Services (MEHRD)
USP/IOE	University of the South Pacific/ Institute of Education

1. The path from the new Education Strategic Framework to this National Education Action Plan 2016-2020

1.1 Lessons Learnt from the Previous Implementation of the ESF

There has been significant progress made to improve education access, quality and management during the period of the Education Strategic Framework 2007 – 2015. Important achievements included:

- Improved learning outcomes (the percentage of Grade 6 children achieving the expected level of literacy has increased from 29% in 2005 to 40% in 2010 and for numeracy the increase has been from 41% to 46%)
- Increased enrolments (primary 24% increase, junior secondary 70% increase; over 20,000 new students in each)¹.
- Improved transition rates for girls and boys (an increase of about 10% for both from 2006-2014)
- Increased number of teachers (primary 29%, junior secondary 63%)
- Increased percentage of qualified teachers (primary was 8% now 64%; junior secondary was 21%; now 83%)
- Reduced student/classroom ratio in primary (26.7/classroom to 23.8)
- Significant system improvements recognised by external stakeholders including: leadership, policy and financial management

The ESF set an ambitious target for policy development, and MEHRD has achieved much of this. Policies developed during this period include:

Policies introduced during the previous ESF

- | | |
|--------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------|
| 1. Teacher Education and Development (2007) | 10. Tertiary Education Policy (2010) |
| 2. Early Childhood Education Policy (2008) | 11. Use of Vernacular Languages and English in Education Policy (2010) |
| 3. School Grants Policy (2008 and 2012) | 12. Disaster Preparedness and Education in Emergency Situations Policy (2011) |
| 4. Education Authority Grants Policy (2008) | 13. Senior Secondary Education Policy (2011) |
| 5. Basic Education Policy (2009) | 14. School Libraries Policy (2011) |
| 6. Procurement, Warehouse Management and Distribution of Education Resources Policy (2009) | 15. National Literacy Policy (2014) |
| 7. Distance Education and Flexible Learning Policy (2010) | 16. Special Education Policy (proposed) |
| 8. Learners Assessment in School Policy (2010) | 17. Gender Policy (proposed) |
| 9. Infrastructure Policy (2010) | 18. School Establishment Policy (proposed) |

However, many of these policies were only partially implemented or not implemented at all. The main reasons why these policies did not succeed in the implementation phase are summarised in the table below. This is why the process to develop this ESF and NEAP, paid important attention to the problem analysis phase, and attempted to gather as many stakeholders' views as possible and engage them in a participative discussion exercise to analyse real problems and potential solutions². The result of this collective thinking exercise was recorded in a series of complex problem analysis trees that were later transformed in the Theory of Change that was used to govern the design of the main actions proposed in the ESF and in this NEAP.

¹ On average there were 4,617 more enrolments across Solomon Islands or an additional 27,704 students from 2009 to 2014 enrolled after introduction of grants.

² See in Annex 6 the list of MEHRD officers who participated in the different design stages of the NEAP

Lessons Learnt from the Previous ESF Implementation Process

- ❑ In many cases, the knowledge and experience of the implementers was not fully taken into account during policy development
- ❑ The means of implementation were not sufficiently considered when policy initiatives were discussed. Sometimes the timeframes and results promised were not realistic or consistent with the existing capacity and resources
- ❑ Financial implications were not fully analysed or forecasted before the policy was approved
- ❑ Very little or no analysis of the uncertainties and underlying assumptions made in formulating the policy initiative that could affect the success of implementation
- ❑ Policies were often not adequately communicated to key stakeholders
- ❑ Monitoring of policy implementation was not systematic
- ❑ The government was not sufficiently informed of the risks, challenges and practical aspects of the policy that could have an impact on implementation
- ❑ Contingency measures to deal with implementation risks were not usually included in policy formulation
- ❑ External consultants often undertook reviews or evaluations and only limited resources were allocated to build MEHRD's internal research and evaluation capability

The Theory of Change analysed the preconditions, inputs, processes and outcomes of two main educational goals: (i) how to develop inclusive access and full student completion and (ii) how to obtain improved measurable learning outcomes for all students. The resulting diagrams (provided in Annex 5) summarised the analysis of a complex network of interconnected problems and rules of precedence that affect the achievement of these goals. They defined the basic architecture for the design of all the programmes that are proposed in this NEAP³.

The problem analysis also revealed that the poor performance to achieve these goals was caused by key management limitations at the school, EA and MEHRD levels. These limitations were also analysed to inform the design of the management reforms that are proposed in the NEAP. The effects of these management restrictions were recorded in the original Theory of Change for access and quality. The feedback resulted in different layers that show how poor School, EA or MEHRD management affects the different components of the processes to achieve access and quality reforms. The Theory of Change approach that supported the design of these reforms was also very useful during the prioritisation stage of this NEAP and should be valuable to support the implementation phase, the evaluation and design of the next NEAP.

1.2 The Strategic Orientation of the ESF: Solomon Islands Response to the SDGs

The new Education Strategic Framework (ESF) is proposing ambitious goals and targets for 2030. These targets are inspired by the Sustainable Development Goals (SDGs) but they reflect the key priorities and challenges of the education sector in Solomon Islands. We are a small country, with a complex geography; a small but scattered population and a territory that is prone to some of the worst effects of climate change that permanently challenge our education infrastructure and the resilience of our population.

The overarching strategic goal of the ESF is to provide universal access to quality basic and secondary education for all children by 2030, and improved access to early childhood education and care and technical and vocational education and training. The Government will place priority on refocusing education sector expenditure to providing services at primary and junior secondary schools to achieve the target of achieving universal completion of quality junior secondary by 2030. The prioritisation shown below also takes into account capacity, financial and other limitations that we will have to overcome to achieve our goals.

³ The Theory of Change diagrams used to design this ESF and NEAP are attached in the annex

Table 1.1. Solomon Islands Response to the SDGs: Our education targets for 2030

SDG targets	Solomon Islands response
4.1 Free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes	<ul style="list-style-type: none"> • Fee free access and full completion for primary and junior secondary • Extend fee free access to senior secondary • Focus on improving learning outcomes especially fundamental skills in literacy and numeracy
4.2 All girls and boys have access to quality early childhood development, care and pre-primary education	<ul style="list-style-type: none"> • Full enrolment for all 5 year olds • Extend access to 3-4 year olds • Focus on improving quality
4.3 Equal access to affordable and quality technical, vocational and tertiary education, including university	<ul style="list-style-type: none"> • Focus on quality and relevance of the tertiary skills sector (covering TVET and higher education) • Reduce gender disparity in the tertiary skills sector • Increased access for underrepresented target groups
4.4 Increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship	<ul style="list-style-type: none"> • Ensure that secondary education include both work-related skills and transferable skills, including entrepreneurial and ICT skills • Introduce lifelong learning approaches for education and training
4.5 Eliminate gender disparities in education and ensure equal access to all levels of for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations	<ul style="list-style-type: none"> • Extend achievements in gender parity for ECCE and PE and improve gender balance in SS • Explore ways to measure incidence and find affordable solutions to address economic, language physical, and other forms of exclusion
4.6 Ensure that all youth and at least [x] per cent of adults, both men and women, achieve literacy and numeracy	<ul style="list-style-type: none"> • Focus on the formal education system • Strengthen multi stakeholder approaches to extend adult literacy
4.7 Ensure that all learners acquire the knowledge and skills needed to promote sustainable development	<ul style="list-style-type: none"> • Additions to existing curricula in primary and secondary education • Coordinated actions with other ministries

The new ESF also defined our vision, goals and main strategies for all education sectors:

VISION:

Our vision is that all Solomon Islanders will develop as individuals and possess the knowledge, skills and attitudes needed to earn a living and to live in harmony with others and their environment. We envisage a united and progressive society in which all can live in peace and harmony with fair and equitable opportunities for a better life. Parents and members of the community are to develop a sense of ownership of all educational institutions

GOALS:

The long-term goals for the Solomon Islands education system over the planning period (2016 to 2030) are:

- To provide access to all girls and boys to quality early childhood development, care and pre-primary education by 2030 and to achieve full enrolment of all 5 year olds by 2025
- To achieve full completion to quality and relevant basic education (primary and junior secondary) for all children in the Solomon Islands
- To ensure that secondary education delivers both work-related skills and transferable skills, including entrepreneurial and ICT skills to increase the number of youth who have relevant skills for employment, decent jobs and entrepreneurship

- To consolidate the establishment of a comprehensive, integrated system of Tertiary Education which provides quality education and relevant skills for employment, decent jobs and entrepreneurship
- To strengthen multi stakeholder approaches to extend adult literacy and gradually introduce lifelong learning approaches to education and training
- To manage education resources in an efficient, effective and transparent manner so that it promotes access and quality goals

Four key strategies have been developed as a focus for the period 2015 to 2030⁴:

- *Focus on Quality, Relevance and Improving Learning.* Increasing access will be accompanied by measures to improve the quality and relevance of education and improving learning.
- *Strengthening Policies, Plans, Management and Systems.* More work is needed to ensure stronger national legal and policy frameworks that lay the foundation and conditions for the delivery and sustainability of good quality education.
- *Emphasizing Equity, Inclusion and Gender Equality.* Cross-sector policies and plans will be reviewed or developed to address the social, cultural and economic barriers that deprive children, youth and adults of education and quality learning.
- *Introducing Lifelong Learning.* The education system will gradually adopt institutional strategies and policies and adequately resourced programmes to ensure opportunities for all age groups including adults.

These strategies were embedded in the design of the programmes for all the education subsectors. The targets defined for this NEAP aim to achieve a particular subset of the SDG goals for education. This will facilitate overall monitoring and reporting of SDG 4: Education. The NEAP is also proposing actions that are included in other SDGs (gender, health, peaceful and inclusive societies) that depend on education. The contents of this plan are also aligned with the overall priorities set by the National Development Strategy that was launched by the Prime Minister on 29th April 2016.

1.3 Establishing the Main Priorities for this NEAP 2016-2020

This NEAP aims to focus all reforms towards contributing to improved learning outcomes for a greater number of students through a systematic, coordinated and properly sequenced approach. The reforms in the Education Strategic Framework 2016-2030 will not happen overnight, and most will require sustained and consistent work oriented over a medium-term period. With this purpose in mind, the timeframe for the NEAPs was extended from three to five years. It will require three NEAPs to complete the programming cycle of the ESF. The ESF proposed a strategic sequencing for the implementation of the three NEAPs and sets key objectives for each.

The priorities set for this NEAP mainly relate to the expansion of quality, equitable access, and completion of Basic and Secondary Education, the design and development of a quality Early Childhood and Care Education system and substantial institutional transformations to govern and manage Tertiary Education and achieve future improvements developing a more efficient, demand-based and equitable system. The solutions proposed in this plan are the result of a prioritisation process that adjusted these initial goals taking into consideration three main restrictions:

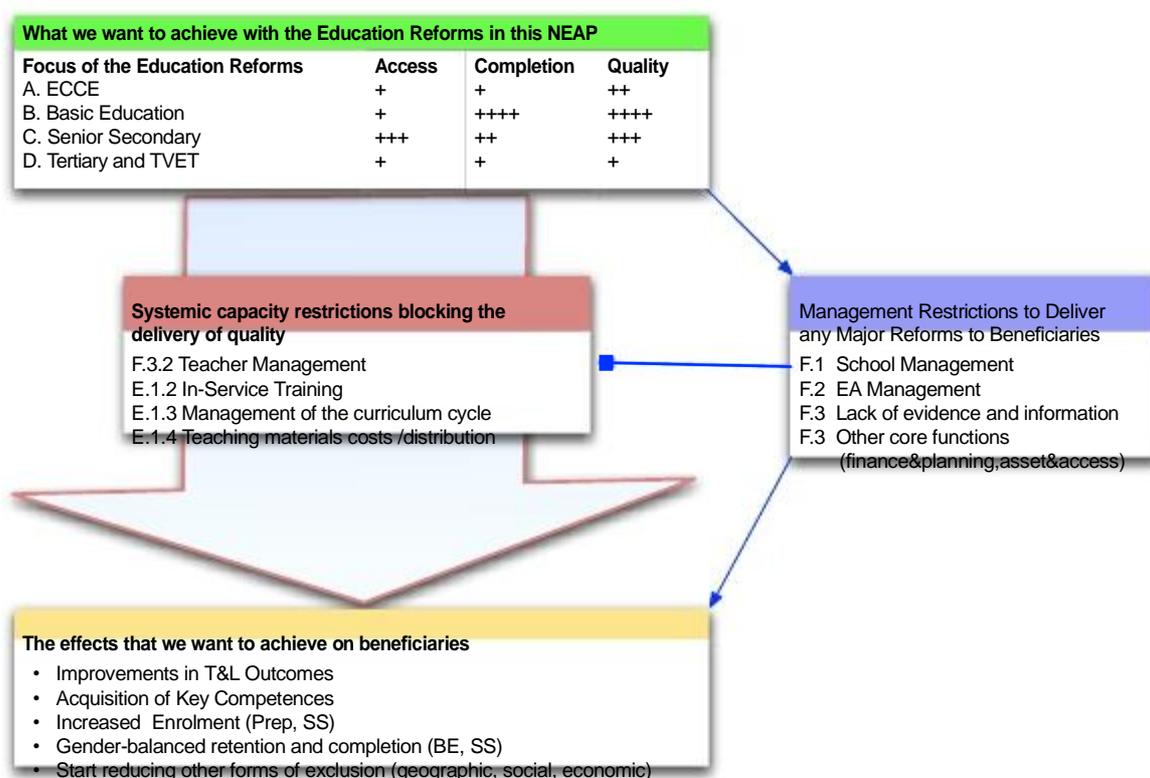
⁴ See the Education Strategic Framework 2016-2030 for a more detailed description of these strategies

- **Financial:** there are significant financial/budgetary limitations that means even sustaining the past gains will be a challenge without substantial overall improvements in efficiency, and therefore, severely restrict the scope and ambition of any new programmes
- **Capacity:** there are fundamental capacity restrictions that have not been fully addressed in the past, that if not given priority in this new NEAP will prevent achievement of any meaningful and sustainable improvements in student learning outcomes;
- **Management:** there are systemic management limitations at the school, EA and MEHRD levels that will undermine the successful implementation of NEAP reforms unless they are addressed through well-coordinated management strengthening programmes

The prioritisation required limiting the range of programmes that will be implemented in this NEAP, restricted the definition of focus areas and looked for maximum impact at the student level. It recognised where quick gains could be made but was also realistic that a number of the barriers to improved student learning are complex and require a medium and longer-term approach. Figure 1.1 illustrates the logic of the prioritisation process and decisions.

(i) *Financial Restrictions:* The analysis of how to address critical financial/budgetary limitations was supported by a framework for costing the ESF and the NEAP developed with the assistance of the World Bank⁵. Various policy options and trade-offs were analysed and balanced to design a solution that could better match the original goals of the ESF for this period. The results of this prioritisation determined the modest proposals concerning access shown in Table 1.2 below. The outcome of how these restrictions affected what is proposed regarding access and quality is explained in Chapter 4. The costing analysis was also very helpful to individualise and re-prioritise some key management reforms that are essential to ensure overall long-term sustainability of the sector and to absorb the few access improvement goals proposed in this NEAP.

Figure 1.1. How the main restrictions are addressed in this Prioritisation



⁵ For more on this, see: Close, S and Levine, V “Costing NEAP 2015-2020 and ESF 2015-2030: A Framework for Assessing Policy Options and Trade-offs”, WB, 2015

(ii) Capacity Restrictions. The extensive problem analysis applied in this NEAP revealed that, despite the significant costs and technical assistance provided historically, a few critical capacity bottlenecks are still impeding the achievement of meaningful and sustainable improvements in the quality of education and student learning outcomes. These include:

- Weaknesses in different stages of the curriculum management cycle, especially in curriculum design, implementation in the classroom and monitoring;
- The quality, efficiency and capacity limitations of the in-service training system to provide curriculum-related training with reasonable costs and timeframes;
- An expensive and very inefficient system of supplying and distributing books and curriculum educational materials

Fortunately, substantial progress was made during the previous NEAP to explore ways to address some of these key issues. There is now a consensus that MEHRD must increasingly develop outsourced models to deliver quality, modular and qualification based in-service training, to accelerate the production and implementation of quality new curricula and to efficiently provide and distribute teaching materials. Essential in these processes will be greater use of powerful ICT tools. New solutions for these problem areas were modelled and tested with more than satisfactory results. This NEAP is proposing to consolidate these experiences to provide clear solutions to address these bottlenecks and by these means, pave the way for future quality reforms. These key solutions are discussed in Programme E. In summary, instead of accepting these historical restrictions, what is proposed in Programme E will aim to resolve these fundamental barriers to improve future teaching and learning.

However, the main results of these efforts will only be measurable through improved student performance by mid-term of the next NEAP. The accelerated production of new curricula may reduce the historical lead-times by almost a decade and deliver results in two or three years. The new in-service model will also speed up delivery of the teacher training needed to implement these new curricula, but the retraining of the whole teacher workforce to use the new curricula will only be concluded in the period of the next NEAP.

MEHRD also recognises there is an immediate need to improve the quality of student literacy and numeracy. Therefore, an additional programme is proposed to produce measurable improvements in literacy and numeracy in primary and junior secondary education during this NEAP. This targeted intervention will use innovative approaches to provide extra-curricular support to all teachers in primary and junior secondary education. This programme will be designed to avoid the above-mentioned capacity and management limitations it would confront if it only used existing MEHRD systems. While accountable to MEHRD, the programme will be managed separately, and will provide individual training to teachers using provincial and local trainers and specially developed materials. It will also operate with its own monitoring systems designed to engage the participation of the Education Authorities. This approach was successfully tested (only for literacy) during the previous NEAP and it will be scaled up now. The extensive fieldwork developed by this programme is also expected to produce valuable lessons that will be used to feedback the design, implementation and monitoring of the new curricula.

(iii) Management Restrictions. Unless there is significant improvement in MEHRD management practice, the proposed NEAP programmes will largely fail to meet their targets. During the NEAP and PEAP review and consultation stages, it became evident that areas where significant progress had been made and sustained had a common feature: they were all well managed. Successful managers had the skills, motivation and commitment to overcome many of the institutional and organisations capacity problems they faced and achieved good results. They all stated that they could have got better results if barriers outside their control could have been addressed.

Management restrictions are also generating the inefficiencies that are limiting the financial sustainability of the education system mentioned above. Therefore, their prioritisation is also critical to build the fiscal space that is needed to sustain current achievements and future expansions of

access and quality. With these two purposes in mind, there was consensus about the strategic prioritisation of four key management areas where this NEAP should achieve measurable results: (i) Teacher management, (ii) School and EA management; (iii) Strengthening and integration of planning and financial management; (iv) The accuracy of information systems to feed evidence-based policy-making.

The solutions proposed for these reforms are discussed in Programme F. MEHRD is currently in a fortunate position. It has a strong Senior Management Team, it is completing its restructuring, so its human resources will soon be allocated to achieve core functions and it is recruiting talented people. Management now needs effective (ICT) tools to enable them to meet the challenges outlined in this NEAP. MEHRD leaders recognise the extent of the challenges to improving their overall management but also recognise that this needs to occur at the Education Authority and school levels as well.

Table 1.2. Prioritisation results: what this NEAP will achieve

Equitable Access and Completion
<p>ECCE</p> <ul style="list-style-type: none"> • A moderate expansion is proposed for 5 y-o in Preparatory (2% increase in NER only) • Introduce a co-financed model to expand access to 3-4 y-o through community ECCE Centres. No substantial expansion in this NEAP
<p>Basic Education: Primary and Junior Secondary</p> <ul style="list-style-type: none"> • No overall improvement of enrolment rates. Expand the capacity of system just to keep up the pace of population growth and address some provincial imbalances • Focus on completion (introduce ESL prevention) and a more gender-balanced transition from PS to JS and from JS to SS (address boarding issues)
<p>Senior Secondary Education:</p> <ul style="list-style-type: none"> • Expand the capacity of the system to absorb all graduates from JS; (increase cohort size by 1,700 students) • Start focusing on addressing gender-balanced completion
<p>Tertiary Skills Development Sector (TVET and Higher Education)</p> <ul style="list-style-type: none"> • Expanded access once proposed new governance and demand-based, quality system is established
<p>New Approaches Introduced</p> <ul style="list-style-type: none"> • Infrastructure: Overall focus on expanding access, not necessarily infrastructures • Maintenance: improve maintenance to ensure proper conditions and extend life of current infrastructure • Exclusion: this NEAP will focus on reducing gender exclusion and to better understand reasons and incidence of other causes of exclusion (economic, language, disabilities) and design affordable actions to address them in the next NEAP • Disaster and Risk Management: start incorporating disaster, climate and environmental risk management considerations in the definition of access and quality goals
Quality and Relevance of Education
<ul style="list-style-type: none"> • Learning Outcomes: Are improved in the selected grades • New Curricula: Outsource curriculum development to reduce lead time and ensure quality; deliver new curricula for Prep, and SS and complete existing curricula for Primary and JS within this NEAP • Teacher Training: A new model to cost-effectively expand speed and quality of curriculum related in-service training (USP/IOE) finalised and implemented; delivery of curriculum-related training in this NEAP will be limited; no visible improvements in quality may be measured on students in this NEAP • Literacy and Numeracy: extra-curricular support to increase L&N will be provided in parallel to compensate the delayed effects of curricular reforms and achieve some improvements in this NEAP; lessons learnt through this process will be used to mainstream implementation of new curricula and in-service training • Teaching Materials: increased supply of new curricular materials for all these education areas will be possible using new, cost efficient methods currently being tested with satisfactory results
Management
<ul style="list-style-type: none"> • School and EA Management: A substantial expansion of management quality based on measurable School and EA Management Standards; specific targets set for 2020 for these Standards; extensive capacity development support at the EA and School levels to achieve them; new monitoring mechanisms • Teacher Management: new systems to address supply, demand and deployment, reviewed Teacher Service

Handbooks and SOPs establish new, stricter management practices and monitoring systems

- **Planning and Financing:** Strengthened integration supports implementation of this NEAP; medium term financial projections (development and operational costs) are used to forecast key NEAP priorities and are used to program future budget and DP support; improved management of school grants;
- **Evidence and ICT for Management:** strengthened MEHRD capacity to lead this process and eliminate dependency on external parties, a new strategy for ICT and a costed development plan, an Electronic Registrar that compiles verified information about all individual students in the system; gradual improvement and integration of existing MIS to support management decisions

Prioritisation has required some hard decisions. Table 1.2 above provides a summary of the top priorities proposed in this NEAP. This is still an ambitious NEAP, but if the gains made as a result of successful implementation of this NEAP occur, there would be better funding, enhanced capacity and better management for even more ambitious NEAPs after 2020.

2. Education Reforms

2.1 Early Childhood Care and Education (ECCE)



Progress Achieved Since the Last ESF 2007-2015

Several attempts to strengthen ECCE were made during the last ESF. An ECCE Policy was completed and approved by Cabinet in 2008. However, as the financial implications of implementation were not costed at the time of policy approval, severe financial gaps affected the overall implementation of this policy. Because of this, one of the key requirements of this reform could not be implemented: the replacement of the former 'Preparatory Class' (Prep) for the five-year-old children into quality, universal pre-primary schooling.

There is substantial international evidence that demonstrates that quality preschool education is one of the most profitable investments in education because the economic benefits of providing quality early childhood education largely outweigh its costs. This is why the restructure of Prep into quality, and universal pre-primary schooling for five-year olds with a new curriculum is at the top of the priority list of this NEAP. Transforming the Prep year into formal pre-school for five-year-olds is based on the assumption that in many cases, five-year-olds should be able to walk from their homes to primary schools (or primary school extensions). Distance will obviously be more of a greater issue for three and four-year-old children. This will require a comprehensive mapping exercise to make decisions on a case-by-case basis.

Related to this is the question of finding an affordable solution to provide access for 3-4 year olds. Earlier, there were hopes to achieve this by expanding the provision of ECCE centres and the posting of trained teachers financed by SIG. However, a study on the financial implications of this policy performed during the last NEAP concluded that this model would not be affordable. In the

meantime, a natural expansion of ECCE centres is also happening supported by communities, international NGOs and other development partners, but many of these centres may not meet MEHRD desired standards. A new and affordable solution to provide access to 3-4-year-olds still needs to be conceptualised, costed and developed. This will be the primary focus of the work ahead in this NEAP. A variety of policy options will be considered, including variations of the current system of providing a per-capita grant to stimulate multi-stakeholder financing for the development of these centres.

Improving the quality of ECCE remains a challenge for this NEAP. Curricular reforms were attempted, and a new ECCE Curriculum was developed in 2008, but the required teaching and learning resources were not fully developed. Substantial re-thinking and improvement is still needed. Significant progress was made piloting the introduction of teaching in vernacular languages in ECCE and during this NEAP we will attempt to mainstream the usage of vernacular languages, capitalising from the lessons learnt during the pilot implementation. We also need to define the standards that will be used to measure the quality of education in ECCE and how we will be able to measure it regularly.

Key Challenges and the Proposed Way Forward

Significant issues still need to be addressed to ensure a more systematic approach to improving ECCE access and quality. The table below summarises the key challenges that we want to address during this NEAP and the direction of the main programmatic areas defined in the NEAP Implementation Framework.

Key Challenges	Proposed way forward: key milestones
The need to provide full access for all 5-year olds to ECCE as a priority and to find affordable solutions for expanding access to ECCE for children aged 3-4	<ul style="list-style-type: none"> • A costed plan to provide full access for 5 year olds by restructuring current Preparatory (Prep) into to pre-primary that mainstreams the use of vernacular language teaching completed by 2017 and implemented from 2018 onwards • A substantial improvement of the enrolment of 3-4 y-o without significant additional costs by transferring most of the 6,000+ five y-o students currently enrolled in ECCE to Prep (see Annex 3: Baseline Enrolment Statistics) • A new, costed policy to expand access for 3-4 year old in ECCE centres is developed by 2017 and implemented from 2018 onwards • Promote co-financed, coordinated multi-stakeholder approaches to expand access to 3-4 year olds integrating other efforts from the public sector (for nutrition, health, social and child protection), and initiatives promoted by communities, NGOs and DPs
The need to improve the quality of teaching and learning in ECCE	<ul style="list-style-type: none"> • National standards for effective early childhood learning are approved by 2017 and implemented from 2018 onwards • An appropriate National Curriculum for the new pre-primary year is developed by 2018 and implemented from 2019 onwards • Up-skilling and redeployment of existing Preparatory teachers with FBT and in-service training of teachers starts in 2018
The need for consolidating further support from parents, development partners and civil society	<ul style="list-style-type: none"> • Promote multi-stakeholder approaches to increase participation and additional resources in organized learning in ECCE centres • Multi-sector approaches for ECCE policies and strategies, supported by coordination among ministries responsible for nutrition, health, social and child protection, water/sanitation, justice and education, are piloted by 2020 • Strengthened and functional School Boards are operating in all schools including ECCE Centres by 2020 (Programme F1)

What we want to achieve in this NEAP

Overall Goal A: By the end of 2020 more girls and boys complete fee free, equitable and quality early childhood care and education *irrespective of social, economic or other status*

Objective	2015 Baseline ⁶	Targets for 2020
More 3 to 4 year old children will be supported to expand access to early childhood education in community ECCE centres	NER for 3-4 y-o is 31% (Boys 30%, Girls 31%)	NER for 3-4 y-o > 47% Maintained gender parity
More 5 year old children have equal access to pre-primary schooling and have access to schooling taught in the vernacular languages	Total participation rate of 5 y.o: 63% (Boys 62%, Girls 63%) Enrolment of 5 years-old in Prep: 23% (Boys 24%, Girls 23%)	Participation rate of 5 y-o > 63% Enrolment of 5 y-o in Prep > 60% (Increased gender parity)
3 to 4 year old children will receive improved quality early childhood education through community ECCE centres	No mapping has occurred that identifies current or priority locations for ECCEs Centres No harmonised system is used to measure quality in ECCE	45% of existing ECCE centres apply National Standards in community programmes
5 year old children will receive quality pre-primary educations	No harmonised system is used to measure quality in ECCE	10% of 5 year olds in ECCE are meeting minimum curriculum achievement standards and are ready for school

This is an ambitious plan, and is proposing one of the few major transformations of the education system that this NEAP would like to achieve. This program assumes substantial in-service training will be required and that a large part of it will be delivered during this period. This assumption is conditioned by the achievement of the major improvements presented later in Goal E.

2.2 Basic Education



Progress Achieved Since the Last ESF 2007-2015

Solomon Islands has a very high birth rate and the task of providing universal access and completion for basic education is a constant challenge to the capacity of the education system. Since 2007 more classrooms have been built, new schools established and more students attend primary and junior secondary education. Average growth in enrolment has usually been consistent with overall student population growth in this period. This is an impressive achievement. In junior secondary the net enrolment rates have been growing since 2010 but are still almost one-half of the ones in primary. According to current SIEMIS data, there is a large proportion of over-aged students in primary (19%)

⁶ See Annexes 3 and 4 for enrolment and quality baseline information

and junior secondary (45%) education. Repetition is also high; survival rates show that only 67% of the children who enter prep may reach Year 6 without repeating or dropping out⁷.

The significant increase in the total number of students, particularly girls, now participating in junior secondary education is a great achievement of the ESF 2007-2015. This is the result of a substantial expansion of the network of Community High Schools (223 schools) and Provincial Secondary Schools (16 schools) that makes it now possible to accommodate the likely number of students emerging from primary education. This expansion allowed MEHRD to consider abolishing the Y6 Examination. One of the main purposes of this examination was as a mechanism to allocate the limited number of junior secondary school places. The capacity of the system seems to be adequate now. Supply figures for the transition from Year Six to Form 1 appear to be sufficient to cope with demand.⁸ Available data is incomplete and inconclusive to measure gender biases in this transition.

Most of the funding for junior secondary school Infrastructure is provided by communities, Education Authorities (EAs) and Provincial Governments. MEHRD has provided only limited funding for the buildings needed to expand junior secondary school places. This is why this NEAP is aiming to specify further support to EAs and work in partnership with all stakeholders to develop co-financing arrangements and establish provincial access and infrastructure development plans⁹. There is still a need for improvement to ensure more equitable access and completion for both primary and junior secondary. The list of improvements includes:

- The system for predicting likely student numbers, identifying priorities for new classrooms and school construction, and which schools should be permitted to expand to new year levels needs substantial improvement
- Further assessment of the need for extra schools boarding facilities to support attendance of students who do not have a Junior Secondary School in their community is a priority
- There is evidence of overcrowding in classrooms, particularly in Honiara schools
- The internal efficiency of the system is also a matter of concern as a high proportion of students are over-aged and repetition and drop-out rates are also high
- There is a need to develop programmes to reduce dropouts and increase transition rates

The way forward also shows that a more coordinated, evidence-based policy approach will be required to address the problem of early school leaving in Junior Secondary education especially girls. Particular consideration is being given to increase boarding facilities, particularly for girls to support opportunities for children in remote areas. This NEAP aims to increase primary education enrolment to, at least, keep the pace of population growth, and to focus on improving completion and transition from Primary to Junior Secondary. The financial limitations described in Chapter 4 oblige us to find the most convenient and affordable solutions to expand access and retention. All educational approaches, for example, multi-grade teaching will be analysed; and all available management options, such as to use the idle teacher capacity to open schools in double shifts or to provide full-time schooling will be explored as well.

MEHRD has also made impressive efforts to improve the quality of teaching and learning during the previous ESF, if measured by numbers of trained teachers. Available indicators show that the percentage of certified teachers in primary education increased from 8% in 2006 to 64% by 2014. A similar situation occurred in Junior Secondary where the proportion of certified teachers rose to 77.1% in 2014. Most inputs indicators show substantial progress: (i) the national pupil-to-teacher ratios were reduced to achieve MEHRD target standards; (ii) the Pupil-to- Certified Teacher Ratios were also positively reduced to 38.8:1 in primary and to 30.7:1 in junior secondary. However, the quality and availability of teaching resources in primary schools does not seem to have improved since 2010 and is, in statistical terms largely insufficient.

⁷ See Annexes 3 and 4 for enrolment and quality baseline information

⁸ See supply and demand figures in Annex 3: Passage restrictions for key education areas

⁹ These are later explained in NEAP Programme F.2: EAs and Provincial Management Strengthening

However, if quality is measured in terms of student performance, the situation remains very concerning. Although there has been some improvement in student literacy and numeracy during the previous ESF, this is considered unsatisfactory. Improving student achievement is now recognised as the most important area where further progress is required. An unacceptable number of students are still below the expected level of literacy for their year level. Latest SISTA results confirm a positive trend and that some moderate improvements are happening in Year 4 and 6 student literacy and numeracy, but the issue of critical levels of underachievement remains. In 2013, MEHRD decided to specifically target literacy in the early grades of primary education. The 2014 School Literacy Policy and strategy resulted in increased funding and technical assistance being allocated to this critical area. Results of these recent interventions are still to be measured.

Efforts to improve quality by developing and implementing new curricula for primary and junior secondary education were the main proposals of the earlier NEAPs. A new Curriculum Policy introduced a student-centred, outcome-based approach to teaching and learning. It proposed moving from an 'academic' subject-based approach based on the needs of the subjects towards a practical approach based on the perceived needs of the students themselves. However, despite the substantial time and effort invested these tasks were not completed. Systemic and critical bottlenecks historically hindered efforts to improve quality so that resources could reach a significant number of teachers and students in a reasonable time. This is mainly caused by:

- Poor momentum in curriculum development and dependency on intermittent external support;
- The low capacity to support curriculum implementation and monitoring, which suggest the need to review the roles and capacity of the inspectorate and education authorities;
- The low capacity and quality of the in-service training system to respond to the training needs of any curricular introduction with reasonable costs and delivery times;
- The current system of supplying and distributing books and curriculum teaching materials is expensive and very inefficient.

These issues were analysed in great detail in this new NEAP process and targeted solutions are proposed in a separate, crosscutting programme presented later in this chapter¹⁰.

Key Challenges and the Proposed Way Forward

Significant issues still need to be addressed to ensure a more systematic approach to improving equitable access and completion of basic education and to ensuring quality and relevance. The table below summarises the key challenges that we want to address during this NEAP and the direction of the main programmatic areas defined in the NEAP Implementation Framework.

Key Challenges	Proposed way forward: key milestones
The need to design and implement affordable and effective policies to allow equitable access and to improve completion for priority target groups ¹¹	<ul style="list-style-type: none"> • Attempt only to catch up with population growth and perhaps recover the same levels of enrolment of 2010 for BE • Enrolment growth (mainly of children with the official age) is expected to happen from an increased transition from Preparatory • Continue improving gender balanced enrolment and focus on more gender balanced completion of JS • Work in partnership with communities to improve access and especially completion in basic education • Fully develop the capacity to diagnose the size and leading causes of exclusion for all priority target groups by 2020 • Find affordable solutions to introduce the use of vernacular languages in primary education by 2018 • Develop evidence to understand better the reasons for ESL in basic education, especially for girls in JS

¹⁰ See Programme E: "Crosscutting, core education functions and practices"

¹¹ Girls, children with special learning needs, those who mainly speak vernacular languages, those who live in remote or

Key Challenges	Proposed way forward: key milestones
	<ul style="list-style-type: none"> Design and implement targeted interventions to reduce the number of Early School Leavers, especially girls
The need to improve internal efficiency of the education system	<ul style="list-style-type: none"> Analyse cost-implications of declaring education compulsory for 6-15 years old in specified geographical areas based on their capacity to accommodate all children of the compulsory education age Develop criteria, indicators and information systems to measure and monitor internal efficiency Support targeted interventions for second chance education, in partnership with other DPs and regional initiatives
The need to continue improving the quality and relevance of primary and junior secondary education	<ul style="list-style-type: none"> Measure progress towards learning targets in selected grades by 2020 including baseline Finalise the current BE curriculum review by 2018 and the JS curriculum introducing delivery of key competences and work-related and transferable skills, including entrepreneurial and ICT skills by 2018 New curricula introduces awareness about climate, environmental, disaster, social cohesion and social protection risk management to promote adaptation, sustainability, resilience and inclusion/equity Mainstream to all schools (PE and JS) the project to improve Literacy and Numeracy and achieve substantial results in these two areas Analyse cost-effectiveness of extending specialist classrooms to provide greater options for pathways to TVET for agriculture, industrial arts, home economics and technology at most levels, as well as science

What we want to achieve in this NEAP

Overall Goal B: By the end of 2020 most girls and boys can have safe and equitable access and

complete fee free, quality basic education *irrespective of social, economic or other status*

Objective	2015 Baseline ¹²	Targets for 2020
Inclusive Access and Completion: Most Y1-9 students have more equitable access to fee-free schooling and complete basic education	GER Primary Education: 111% (Boys 113%, Girls 109%) NER Primary Education: 87% (Boys 88%, Girls 86%) GER Junior Secondary: 72% (Boys 72%, Girls 72%) NER Junior Secondary: 38% (Boys 36%, Girls 38%)	GER Primary Education = 115 % NER Primary Education > 91 % (Increased gender parity) GER Junior Secondary = 81% NER Junior Secondary > 51% (Maintain gender parity)
Quality: By the end of 2020 more girls and boys receive quality basic education with relevant and effective learning outcomes (literacy and numeracy, skills development)	SISTA baseline of education quality Indicators including those for literacy and numeracy is provided in Annex 4	Substantial improvement to the indicators regarding literacy and numeracy and more moderate results proposed in other areas (presented in the table provided in Annex 2)

This is not an overly ambitious plan regarding access, but we propose to give even greater importance to interventions for improving quality. This assumes that the major improvements to the In-service training system presented in Goal E, are achieved.

¹² See Annexes 3 and 4 for enrolment and quality baseline information

2.3 Senior Secondary Education



Progress Achieved Since the Last ESF 2007-2015

The expansion of schools that offer senior secondary education has continued in this ESF. In 2006, the senior secondary Gross Enrolment Rate (GER) was 21% (17% for girls and 23.4% for boys) and by 2014, the overall GER rose to 32.6% (girls 30.90% and boys 34.21%). Although this progress should be acknowledged, it does not meet the Education Strategic Framework 2007-2015 desired policy outcome, *“that all young people in the senior secondary age cohort (approximate ages 16 to 18) have access to educational services appropriate to their interests and abilities”*, and many of the initiatives identified to achieve this outcome were not planned or implemented. This expansion has not occurred as the result of a systematic identification and prioritisation of the senior secondary network requirements. The development was mainly based on applications from Education Authorities to add additional year levels to Community High Schools but there is no reliable mechanism for costing and funding these ‘one-off’ initiatives to expand the network.

An important policy response was the Senior Secondary Education Policy of 2011. Key features of the policy are: (i) to establish targets for improved access, transition and completion, including achieving gender parity for enrolments by 2015; (ii) the requirement to assess infrastructure requirements to support planning to achieve increased access targets; (iii) Phasing out of the Form 5 National Examination by 2015 and just retaining the Form 6 Examination; (iv) developing a Distance Education and Flexible Learning (DFL) in-service teacher training programmes; (v) developing and implementing a revised outcome oriented curriculum for senior secondary education that is geared towards the development of academic as well as technical and vocational knowledge, skills, positive attitudes and values; (vi) Specialist senior secondary schools; (vii) the proposal to develop a School Establishment Policy; (viii) development of a Technical and Vocational stream; (ix) an Action Planning Framework 2011-2015 with activities, allocation of responsibilities and timeframes for policy implementation.

However, most of the policy was not turned into action because the coordination mechanisms were not put in place to plan for policy implementation. Therefore, many of the policy and implementation management requirements will now need to be addressed in the new NEAP.

In addition to the Senior Secondary Education Policy, in 2013 work commenced on an Education Gender Policy and is expected that this policy will be submitted to Cabinet for approval in 2016. Work is also occurring to produce the School Establishment Policy but is yet to be completed. It is expected that the results of the 2015 revision of the 2010 Infrastructure Policy and the associated medium-term plan for school establishment will provide a clearer direction to support future planning and implementation of this new policy.

Senior Secondary Schools are permitted to charge fees to students. The extent to which this excludes students from enrolling is not researched but is likely to be significant. The School Grants Policy provides higher levels of funding to senior secondary schools than for primary or junior secondary. Whether this funding is used efficiently and effectively or the impact this has in reducing costs to parents is not known. Furthermore, no teacher staffing formula is applied to senior secondary schooling level, meaning that teacher salary funding at this level is more prone to ad hoc funding and inefficiency.

Improved and equitable access to senior secondary education is a major issue that needs to be addressed in this NEAP, with MEHRD acknowledging that greater national level funding will be required. However, before new policies are approved or ambitious targets are set, any approaches that are being considered need to be costed, and the overall financial implications of expanding access must be thoroughly analysed and forecasted. This is the main initial focus to address access issues that is proposed in this NEAP. The capacity of the system seems to be inadequate to support an adequate transition from Junior Secondary. Supply of student places for the transition from Form 3 to Form 4 (JS to SS) are insufficient to cope with demand and the system is losing on average 15% of the cohort numbers in this transition (approximately 1,017 students of which 674 are girls)¹³. Available data is incomplete and inconclusive, requiring verification of enrolment data, but is conclusive enough to also suggest that a restriction exists and that it seems to be gender biased affecting more negatively girls than boys. Targets for expansion of senior secondary access will need to be set realistically within available resources and constraint.

The main challenges of addressing the quality of teaching in senior secondary schools were not resolved in the previous NEAP and the central questions about the quality and relevance of senior secondary education remain. Poor progress has been made in revising the senior secondary education curriculum as required in the Education Strategic Framework 2007-2015, and no new curriculum statements have been produced. Many teaching and learning resources are either outdated or in short supply. There is also an issue of continuing to provide an adequate number of textbooks to students. Most textbooks are old and in poor condition. As MEHRD did not reprint any of these books, many schools photocopy existing books at considerable cost. Teachers often use books they own themselves to support curriculum delivery.

It is also identified that many teachers do not have the required subject knowledge needed, and while there has been a rapid increase since 2007 in the proportion of teachers who are qualified many teachers with subject qualifications are not trained to be teachers. There are very limited in-service opportunities for current teachers and teachers wishing to access in-service training resulting in a qualification, have to enrol and attend a tertiary institution, mainly the Solomon Islands National University (SINU). Even then a question remains as to whether the subject knowledge gained as part of the teacher training is sufficient to teach at the senior secondary level. There is an emerging consensus that teachers should be degree holders in their specialty subject area, but concerns are expressed by Education Authorities about the quality of many pre-service teacher graduates.

Key Challenges and the Proposed Way Forward

Significant issues need to be addressed to develop an approach to improving Senior Secondary access and quality. The table below summarises the key challenges we want to address during this NEAP and the main programmatic areas defined in the NEAP Implementation Framework.

¹³ See Annex 3: Passage restrictions for key education areas

Key Challenges	Proposed way forward: key milestones
The need to find affordable solutions for expanding access for Senior Secondary	<ul style="list-style-type: none"> • Infrastructure limitations are addressed to allow full passage from Junior Secondary to Senior Secondary • MEHRD develops an access expansion plan for senior secondary analysing the most cost-effective options by 2017 • Costed plans that analyse measures and interventions to increase access for key target groups (girls, remote locations, economic exclusion) are developed • Targeted interventions to reduce the number of Early School Leavers, especially girls, are designed and implemented
The need to improve the quality of Senior Secondary	<ul style="list-style-type: none"> • Measure progress towards learning targets in selected levels and subjects by 2020 including baseline • A new curriculum for Senior Secondary Education to be finalised by 2018 and implemented from 2019 onwards • The new curriculum is designed to ensure that senior secondary education will deliver appropriate introduction of Life Long Learning work-related and transferable skills, including entrepreneurial and ICT skills to increase the number of youth who have relevant skills for employment, productive jobs and entrepreneurship • Analyse the means and costs to provide a certified teacher supply to implement this curriculum, especially for schools in distant and remote locations

What we want to achieve in this NEAP

Overall Goal C: *By the end of 2020 more students will have extended and more equitable access and complete quality senior secondary schooling*

Objectives	2015 Baseline ¹⁴	Targets for 2020
Access and Retention: Students at year ten, eleven, and twelve will have extended and more equitable access to senior secondary schooling	GER Senior Secondary: 33% (Boys 34%, Girls 30%) NER Senior Secondary: 27% (Boys 27%, Girls 26%)	GER Senior Secondary: 38% NER Senior Secondary: 32% Improved gender balance
Quality: By the end of 2020 more girls and boys receive senior secondary education with relevant and effective learning outcomes (literacy and numeracy, key competences)	SISTA baseline of education quality Indicators including those for literacy and numeracy is provided in Annex 4	Moderate improvements in quality are going to be appreciable in this NEAP, but these will peak in the next (targets presented in the table provided in Annex 2)

This is a conservative plan, as the main focus in this NEAP is to improve the conditions to expand quality by developing a new curriculum. The plan proposes to analyse the financial costs of expanding access for the next NEAP 2016-2020 and confirm financial availability (domestic and external) to finance the introduction of the new curriculum and the expansion of this subsector.

¹⁴ See Annexes 3 and 4 for more quality and enrolment baseline data

2.4 Tertiary and TVET



Progress Achieved Since the Last ESF 2007-2015

The ESF 2007-2015 had ambitious goals for the delivery of quality education and skills development in the tertiary skills sector (Technical and Vocational Education and Training, -TVET- and higher education). The expected policy outcomes included a coordinated national system of post-school education and training with adequate provision to meet the needs of the Solomon Islands society and economy. The system was to be characterised by equity, quality, relevance and efficiency.

However, during this period, MEHRD lacked the resources and the internal management capacity to respond adequately to these goals. The area where the least progress has been made in achieving the ESF 2007-2015 goals is TVET. Minimal progress has been made to achieve the goal “to strengthen the delivery of TVET to improve the skills base of the country’s work force and to provide alternative pathways for young people”. Largely, this is due to an overreliance on the EU-led TVET programme, which was planned to start in October 2007 but did not commence until March 2011. Even after starting, none of the relevant programme deliverables were properly achieved when the EU discontinued its funding in late 2013.

Consequently, during this period, Rural Training Centres (RTCs) were not able to significantly expand access or to improve the quality of education delivery. The skill development budget remains a small percentage of MEHRD’s budget. This is clearly inadequate given the technical skills shortages that exist in the country. Some opportunities for skills training are now provided by the Australia Pacific Technical College, and there has been some expansion of skills development at SINU. However, the number of places and scope of training remained limited and is not part of an integrated approach to skills development. The DFAT supported Skills for Economic Growth (S4EG) programme was approved in 2015 with implementation commencing in November 2015. This will support the expansion and quality of skills training but is insufficient by itself to address the major challenges facing the national skills development sector.

A significant achievement in tertiary education has been the establishment of the Solomon Islands National University (SINU) through legislation passed in 2013 to replace the Solomon Islands College of Higher Education (SICHE). This development requires SINU to upgrade quality, infrastructure and management to ensure it meets international standards. A plan is in place to achieve this, and Solomon Islands Government is allocating significant Development Budget funds to support SINU. International support is also being mobilised. At the time of writing this NEAP there is inadequate evidence to assess the impact SINU is having to meet the workforce requirements of the country.

Significant progress has been made to improve overall coordination of the tertiary education system since 2013. A new institutional architecture for the tertiary skills sector was designed to promote delivery of quality and relevant technical and university education and development of solid partnerships with the private sector and the labour market in the future. The restructuring of

MEHRD approved in 2015, introduced the ability to resource a new organisational structure to manage the tertiary skills sector. The proposed Solomon Islands Skills Quality Authority (SISQA) Act will give a legal basis to an Authority, which will in future establish the policy direction and strategic planning for tertiary skills development, determine funding based on labour market requirements, have responsibility for oversight and audit of quality assurance, and manage the national merit based scholarship program.

A fundamental hope of this plan is that this new institutional arrangement will provide the right environment to develop and implement a new system for managing national and international scholarships. There has been a significant expansion of opportunities for higher education that has resulted in more degree level qualifications being awarded. There has also been a significant expansion of international scholarships funded from the MEHRD budget for eligible candidates. This management of the scholarships budget, fair allocation of places based on merit and monitoring of student performance remains problematic. From 2014 support has been provided to establish the Scholarships Management information System (SIMS). However, whether the scholarships system identifies the best-suited candidates, meets the skills requirements of the country, the needs of employers and whether the qualification holder's end up working in areas relevant to their qualification is not adequately assessed. There is a risk that the huge financial allocation to scholarships does not represent value for the money spent. Therefore, this NEAP aims to give continued priority to this issue.

SISQA should provide the necessary conditions to develop a demand-driven scholarship system designed to provide equitable access and coherence with national education and labour market priorities. The new scholarship management system will also consider the best value for money in the usage of resources and prioritise the allocation of scholarships to SINU as a first option instead of financing overseas studies only. The new system will also introduce ceilings for total expenditure, and prevent over-expenditures on scholarships that has been a feature of past scholarships management. Current scholarship expenditure is three times higher compared to stated objectives of the Ministry and Government. By merely bringing this into alignment with the Ministry's stated target would free up the fiscal space to fund many of the essential key reforms that are required in the sector.

A National Qualifications Framework (NQF) system (policies and procedures) will also be introduced as part of this major structural reform. The proposed SISQA Act has detailed provisions for the introduction of the NQF which will be the way of ensuring a more systematic approach to ensuring the improved quality of tertiary skill development opportunities. It will allow the tertiary skills sector to be regulated by rigorous quality standards for the operation of public and private institutions, and the accreditation of programs. Support for tertiary skills development policy, curriculum development and resourcing, Rural Training Centre refurbishment, tutor training and student completion will be addressed through a more integrated approach.

As a significant amount of tertiary skills development occurs in the Distance (paper based) mode and there is opportunity to increase the quality of teaching and learning and reduce the dropout rate through e-Learning. The ICT4BE project is trialling this with SINU and after evaluation, consideration will be given to scaling up this approach.

The future looks promising, and renewed energy is now needed to revitalise this important sub-sector, which in future will see tertiary skills sector approaches coordinated and integrated. This new vision is also attracting further support from development partners. For example, the S4EG programme will provide support to raising the quality and relevance of demand driven training responses by SINU and RTCs in two provinces. In addition, it will provide support for establishing the regulatory environment all of Tertiary Educations. New Zealand is also funding tutor training and course development in a number of RTCs.

Key Challenges and the Proposed Way Forward

Significant issues need to be addressed to develop an approach to improving tertiary skills development access and quality. The table below summarises the key challenges that we want to address during this NEAP and the direction of the main programmatic areas defined in the NEAP Implementation Framework.

Key Challenges	Proposed way forward: key milestones
The need to find a new institutional and governance system that is capable of delivering quality and relevant technical and university education and developing solid partnerships with the private sector and the labour market	<ul style="list-style-type: none"> • The national qualifications system (policies and procedures) is established and SISQA is established and operating by 2017 • Clear and consistent legislation, regulations, policies and procedures, are developed to achieve coherence and integration of all government agencies intervening in the tertiary skills development sector • A costed business plan to guide the establishment of SISQA is fully financed and implemented
The need to find an affordable model for expanding quality and access to skills development	<ul style="list-style-type: none"> • Implementation of the S4EG programme to support RTCs in Malaita and Western Province by 2017 and further extension to other provinces as agreed with DFAT by 2019 • On-going strengthening of the STMS in SINU through to 2019 supported by the S4EG programme • Learn from this experience to design a costed strategy to expand tertiary skills development nationwide by 2020
The need to match the provision of tertiary skills development and scholarships with labour market demands and reduce over-expenditure of scholarships	<ul style="list-style-type: none"> • Undertake more rigorous labour market studies and plan the scholarship program based on real demand. • Develop appropriate information systems for monitoring, evaluation and prediction of trends in the labour market in collaboration with the private sector • New scholarship policy and procedures are endorsed • Annual scholarship plan aligned to national HRD plan are developed and implemented • Effective partnerships between private and public sector employers and SISQA are developed to build a more demand-driven skills and scholarships development system

What we want to achieve in this NEAP

Overall Goal D: *To consolidate the establishment of a comprehensive, integrated tertiary skills development sector (TVET and Higher Education) which provides quality education and relevant skills for employment, decent jobs and entrepreneurship*

Objectives	2015 Baseline	Targets for 2020
Access develop and test new approaches to provide equitable access to quality assured skills development for women and young people and people with a disability	No reliable, official government statistics are available to measure access for tertiary skill development	New approaches are tested but with marginal overall improvement of access
Scholarships: A new system for managing national and international scholarships that provides equitable access, coherence with national education and labour market priorities and substantially increases the effectiveness of the results obtained is developed and implemented	Fair allocation of places based on market demand, merit and monitoring of student performance has been problematic Current scholarship over-expenditures are three-fold of MEHRD stated objectives	New Scholarship Policy and Procedures are endorsed and Annual Scholarship Plans are developed and implemented by 2018 Official ceilings are respected and eliminate the problem of over-expenditure
Quality: Quality, relevance and market orientation of the programs delivered by the tertiary skills development sector are substantially improved	No standardised system is used to measure quality in the tertiary skills development sector	Improvements proposed are only anecdotal, produced by pilot programs to showcase further expansions of quality
Governance: A new institutional and	The current system is based on	A costed strategic plan to guide the

Objectives	2015 Baseline	Targets for 2020
governance system is operative and capable of delivering quality and relevant tertiary skills development and developing solid partnerships with the private sector and the labour market	ambiguous legislation, regulations, policies and procedures, and shows lack of coherence and integration of all agencies intervening in the tertiary skills development sector	work of the SIQA is developed, fully financed by 2017 and implemented from 2018 onwards

This is by far the largest institutional change project proposed in this NEAP. The new system will demand the development of many new roles and coordination issues that in turn, will require careful definition and implementation. These reforms may take a long time to fully implement. In the meantime, this NEAP is also proposing to pilot significant quality improvements to be carried out in Rural Training Centres and the STMS within SINU. The outcomes and lessons learnt from these experiences are going to be valuable to project and estimate the costs of the future expansion of this sector.

2.5 Cross Cutting Areas: Improving Education Quality

Progress Achieved Since the Last ESF 2007-2015

The ESF 2007-2015 places considerable emphasis on, *“how to ensure that teachers in the Solomon Islands meet appropriate standards of quality”* so, *“that all teachers in the Solomon Islands are well qualified, trained, committed and competent, and are able to motivate and encourage all students to learn.”* The strategy required the *“development of a core of trained specialists in teacher education at SICHE.”* Despite significant cost and efforts, this continues to be an area of significant concern. The extensive problem analysis applied in this NEAP revealed capacity restrictions that severely condition the achievement of meaningful and sustainable improvements in the quality of education, if these improvements are to be measured by student progress. The main capacity restrictions that need priority attention are:

(i) *Teacher Management.* The current system cannot ensure the adequate supply of sufficient quantities of motivated teachers, that have the necessary skills to teach and that are well deployed in all geographic areas. Evidence shows that the current system has important shortcomings that result in: (i) a widespread over-staffing and under-staffing relative to Teacher Staffing Formulas, estimated to be of + 100%; and (ii) high absenteeism, estimated to be around 20%, which is substantially higher than the internationally recognised standard of 2-3%. It is clear that any Investments in teacher training, instructional materials, and curriculum reform or capacity-building are unlikely to have much impact in an environment dominated by high absenteeism and poor staffing allocation. This is especially accentuated if most teachers do not even possess the minimal relevant qualifications to perform their duties. Progress in this area has been slow, as these situations are caused by a number of complex factors that not only depend on MEHRD. These matters are addressed in Programme F: “Management Reforms” later in this NEAP.

(ii) *Management of the curriculum cycle* including curriculum implementation in the classroom. The current system shows significant weaknesses in different stages of the curriculum cycle (design, implementation, monitoring and evaluation). Because of the size and relevance of particular critical problems, we have separately analysed the issues related to in-service training and teaching materials distribution. Despite several attempts and early successes MEHRD has not developed a sustained capacity for curriculum design that could cope with the demands of the education system within reasonable costs and delivery times. A different solution is being considered in this NEAP: to explore the possibility of outsourcing curriculum design to improve lead times and quality assurance of the final product the capacity to support curriculum implementation and monitoring is also a systemic weakness, which suggests the need to review the roles and capacity of the inspectorate and education authorities. The School and EA management reforms required in this NEAP will provide the opportunity to address these issues using new management performance standards, service agreements and incentives for good performance. These reforms will provide measurable targets and indicators to monitor the quality and effectiveness of these reforms.

(iii) *In-Service Teacher Training.* The quality and efficiency of the in-service training and professional development system has been a recurring issue in many NEAPs. The current system does not have the capacity to deliver the great number of in-service re-training that will be required by the introduction of the projected curricular reforms programmed for preparatory, primary, junior secondary and senior secondary. Current in-service programs do not provide flexible, modular and qualifications-based training conceived to produce measurable results. Such a new approach is being modelled with USP/IOE to provide training for school leaders. A national plan to deliver curriculum-related in-service training for all teachers has to be agreed in conjunction with main suppliers, DPs EAs and other stakeholders. This plan can reflect the lessons learnt from the USP model and provide cost-effective solutions to the delivery of this key service. Other in-service approaches (like the one-year diplomas currently provided by SINU) must be reviewed in terms of their total cost-effectiveness. This is because most of this training is a traditional face to face course and demands the mobilisation of teachers to Honiara for long periods, the total cost for MEHRD is very high as it includes providing double salaries (supernumeraries and relief teachers) and housing allowances. Also, the impact this sort of training has on teacher performance is questionable.

(iv) *Teaching Materials.* The current system of supplying and distributing books and curriculum educational materials is expensive and very inefficient. Substantial efforts were recently made to test new practices to achieve better value for money for book printing and distribution. A new system is being piloted for new book provision that involves the participation of the EAs in the final step of the delivery process. This system, may drastically reduce costs and improve quality of delivery as intermediary quality control steps are added. The delivery of new or re-printed books has to be based on these new systems and on real demand. This means that stocktaking and book care practices at school level must be introduced to ensure coherence between demand and supply. As the new organisational structure created a new Curriculum Materials Unit, the capacity of this unit (systems, procedures and individual capacity) has to be further developed to allow MEHRD to manage these processes independently from external adviser support.

Key Challenges and the Proposed Way Forward

Significant issues need to be addressed to develop an approach to resolving these barriers. The table below summarises the key challenges that we want to address during this NEAP and the direction of the main program areas defined in the NEAP Implementation Framework.

Key Challenges	Proposed way forward: key milestones
The need to substantially improve the management of the curriculum cycle to accelerate the introduction of education quality improvement reforms	<ul style="list-style-type: none"> • Outsource the process of curriculum design to reduce lead times and improve quality by 2016 • Re-design the process of curriculum implementation establishing new roles for MEHRD's Directorates, Inspectorate and EAs by 2018 • The process of curriculum monitoring is substantially strengthened and clearly defines responsibilities and complementary roles for the EAs and the Inspectorate • The roles of the Inspectorate and EAs are clarified to allow their efficient participation in key parts of the quality assurance process regarding curriculum implementation and monitoring • Further capacity development support is provided to the inspectorate and the EAs to effectively undertake these roles
The need to improve the quality and efficiency of the In-service training and professional development system	<ul style="list-style-type: none"> • Existing and future programmes are designed to provide flexible, modular and qualifications-based training conceived to produce measureable results in terms of new teaching practices • The outsourced model currently used with USP/IOE is evaluated, perfected and discussed with other suppliers as a means to provide curriculum-related IS-Training by 2018

Key Challenges	Proposed way forward: key milestones
	<ul style="list-style-type: none"> • There is a reliance on the Face to Face model of training and professional development and the use of ICTs in delivering training will be explored • A national plan to deliver curriculum-related in-service training for all teachers is developed in conjunction with all providers ,¹⁵ DPs EAs and other stakeholders by 2018 • A framework for a National Teacher Qualifications Framework (NTQF) is designed to provide coherence and a reference to validate competences and qualifications provided by In-Service and Pre-Service training • Training providers work with MEHRD so they are responsive to the teacher training and professional development requirements that MEHRD identifies, and are effectively monitored and evaluated to ensure they deliver the quality of service to meet these requirements
The need to develop an efficient and harmonised system of education resource procurement, warehouse management, and distribution of education resources to schools	<ul style="list-style-type: none"> • Ensure the quality and the alignment of textbooks and pedagogical materials • Consolidate and extend current practices to reduce costs for re-printing of existing books introducing demand-based systems that outsource key parts of the distribution to the suppliers • Specify and support EA participation their new education resourcing role and strengthen their capacity to perform them • Support the capacity development of the new Curriculum Materials Unit to be able to manage these processes • Establish ICT based monitoring systems to provide MEHRD with appropriate tools to closely monitor the results and performance standards for the new system are designed and implemented

What we want to achieve in this NEAP

Overall Goal E. Cross-cutting: Core education functions and practices are substantially strengthened to improve the efficiency and effectiveness of the delivery of education

Objectives	2015 Baseline	Targets for 2020
Management Of The Curriculum Cycle: MEHRD develops more efficient and effective ways to design and deliver the main curricular reforms and to monitor their implementation	Design is inefficient and takes on average over 6 years to develop new curricula Curriculum implementation and monitoring is weak, with undefined roles for the inspectorate and EAs	Design of new curricula for Prep and SS and revised curricula for PE and JS is finalised by 2018 New implementation and monitoring process define complementary responsibilities and roles for the EAs and the Inspectorate The capacity of the inspectorate and EAs is substantially strengthened to allow their efficient participation
In-Service Training: MEHRD develops more efficient and effective ways for upgrading the technical capacity of teachers to deliver new curricula	The quality and efficiency of the In-service training system has been a recurring issue in many NEAPs ¹⁶ The current system does not have the capacity to deliver the in-service re-training that would be required by the introduction of the projected curricular reforms programmed for	A costed national plan to deliver curriculum-related IS training for all teachers is developed by 2017 and implemented from 2018 onwards At least 15% of all teachers received curricular-related ICT based IS training by 2020 MEHRD has a system in place to

¹⁵ SINU, USP and GOROKA

¹⁶ Despite their importance, no quantitative baseline measurements are available, only qualitative assessments made in specialised studies or reports

Objectives	2015 Baseline	Targets for 2020
	Prep, PE, JSE and SSE	analyse the quality of delivery of external pre-service and in-service training providers
<i>Teaching Materials: MEHRD develops more efficient and effective ways to procure and distribute books and other teaching materials to all province</i>	The textbook distribution system does not function optimally, leading to delays, over expenditure and misallocation of textbooks. The overall textbook provision system is also quite expensive, mainly due to the high unit cost of books produced by non-competitive processes	A demand based system introduces stock taking practices at school level and real demand analyses are used to justify supply decisions MEHRD delegation of responsibility for EA school distributions to EA's under MOU's and grants Annual textbook delivery costs to MEHRD reduced from \$8m in 2014 to \$1m in 2016 and improved onwards

These reforms are very practical as they aim to resolving operational management problems that have been restricting the speed of the introduction of major educational reforms. Their implementation, however, may require substantial further analysis and the need to pilot and experiment new approaches and solutions that may or may not work. The existence of a process that aims to substantially strengthen the management capacity of Schools and Education Authorities creates a good environment to test and pilot these new types of interventions that perhaps were not possible before.

3. Reforming the Management of Education

Progress Achieved Since the Last ESF 2007-2015

The ESF 2007-2015 recognised the importance of communities having a sense of ownership of their schools and proposed re-establishment of school boards, community awareness campaigns and suggested clarifying the roles and responsibilities linked to funding of schools. It also recognised the importance of school principals as school managers but was less specific about how their role as leaders and managers would be supported.

MEHRD has undertaken a number of initiatives to support improved school management during this period. This included the requirement for Whole School Development Plans, introduction of school development standards, School Board training, and from 2014 onwards school leadership training delivered through a contract with the University of the South Pacific (USP). In addition, to assess the quality of school management, among other things, MEHRD with Development Partner support in 2014 invested in enhanced school inspection services, including an increase in the numbers of inspectors. The results of this investment in improving information about school performance are yet to be fully assessed, but there is qualitative information, particularly as reported by Education Authorities, that significant further work is required.

Therefore, there are strong indications that enhancing the quality of school management must be a primary focus for the ESF 2016-2030 and this NEAP. There is a high turnover of school leaders. Over 50% of schools had a new school leader in many Education Authorities in 2015. This was often due to the school community demanding a replacement, with concerns about the principal's appropriate use of school funds often being given as a reason. Therefore, better recruitment processes, well-organised school leader induction, practical support at the school level by Education Authorities and effective performance appraisal are required. An essential feature of this NEAP will be to develop and implement a comprehensive approach to School Management Strengthening as a response to this major issue.

The ESF 2007-2015 also recognised the need to strengthen the partnership with Provincial Government and Education Authorities and the need to clarify roles and responsibilities. However, it did not specify the support required for Education Authorities to improve service delivery to their schools. The 2008 Education Authority Grants Policy allocates financial assistance and requires a Provincial Education Action Plan and annual work plans for the province and each Education

Authority. However, adequate support has not been consistently provided to assist in the development of these plans and funding has not been allocated in a systematic or equitable way to support plan implementation.

MEHRD has endeavoured to identify ways Education Authority service delivery can improve and a pilot between 2011 and 2013 provided valuable lessons that informed the restructuring of MEHRD. Specifically, MEHRD has established an Under Secretary for Education Authority Services with two departments to support Education Authorities with their responsibilities for teacher management and asset management; and two new departments to evaluate Education Authority performance and to support their capacity development.

MEHRD recognises that Education Authorities are the main organisations to support improving school performance and they must be adequately resourced to do this. Consequently, an Education Authority Management Strengthening Programme is now recognised as a priority and is outlined in this NEAP. This will require support for greater coordination at the provincial level, restructuring of Education Authorities, and support for planning and implementation activities, use of performance standards, service agreements and incentives for good performance. For school and Education Authority management to improve it is also recognised that significant resourcing and technical support will need to be provided by MEHRD.

Strategic Definitions of the Management Strengthening Programme

Despite past efforts, MEHRD's management capacity in some areas is still weak and addressing this will be a key priority to achieve overall success of the goals defined in this NEAP and for successful implementation of the Provincial Education Action Plans that are aligned with the NEAP. Several important MEHRD management functions require strengthening and for these, visible results must be accomplished during the timeframe of this new NEAP. Consequently, MEHRD has identified a number of significant reforms that are needed for two main purposes: (i) to improve the capacity of the system to deliver educational reforms and achieve a real impact in the lives of the final beneficiaries and (ii) to make a more efficient and effective usage of the resources allocated to education.

These two purposes are complementary. Given the funding limitations facing the education sector to respond to projected demand explained later in Chapter 4, the improvements in effectiveness and efficiency proposed here are now an urgent priority. This is especially the case for the major, large-size expenditures that form the core of the operational budget of MEHRD (teacher expenditure, school grants, scholarships, teaching materials, information services and quality assurance). Efficiency gains will generate tangible benefits that will either save substantial resources to allow reallocation within to current budget lines (for example, more teachers hired to respond to new programs with the same original budget) or additional budget allocation to new initiatives in other budget lines. These economies can be then, reinvested to finance the pressing demands to the growth of the education budget.

On the other hand, some of the managerial reforms designed in this NEAP aim to strengthen key capacity aspects of EA and School Management that are restricting the depth and final impact of the desired education reforms. The problem analysis carried out for the ESF and this NEAP analysed how poor School and EA management directly affects the final impact of the main components and interventions designed to improve access and quality¹⁷. Therefore, the management reforms identified in this NEAP will primarily aim to address these key issues.

The design and implementation of these management reforms aims to strengthen both the existing and new key roles that MEHRD, Education Authorities and Schools will have in a more decentralised education system. These roles have been intrinsically assumed in the policy reforms that were designed during the previous ESF; but they usually reflected assumptions that were not fully

¹⁷ This is expressed in the Theory of Change diagrams that are attached in Annex 5

compatible with the actual roles and responsibilities of MEHRD, EAs and schools in the management process.

A second pillar of the management reforms outlined in this NEAP is to explicitly define what should be the priority features of School and EA Performance Standards and to provide specific targets for these to be achieved progressively from 2016 to 2020. These targets are going to be essential to guide the capacity development efforts that should be carried out in this and the next NEAPs. The management standards proposed do not only address the management of the financial, human and material resources that are needed to develop a more efficient and effective system, but also aim to address the management of the improvement of teaching and learning that would support the essential needs that emerge from the education-oriented part of the NEAP. As these student learning outcomes are also expressed in more tangible ways and with precise targets, they will also allow for a more focused approach to the EA and School capacity development actions.

The general management reforms proposed in this NEAP start from the assumption that MEHRD should provide the following core service functions:

- **Guide** the strategic development of the whole system (based on real evidence collected at the national level)
- **Plan** and implement systemic reforms (for example teacher management) based on sound policy
- **Finance** critical areas that are complementary to those financed by the provincial government and EA
- **Coordinate and support** the coherent implementation of key national reforms across the country and develop the specific capacities needed by all key parties in the implementation process
- **Monitor and evaluate** progress nationwide and report back to those who are implementing the necessary reforms

Many of the major management changes proposed in this NEAP will start at MEHRD, but will need substantial and coordinated implementation at the EA and school level to succeed in their implementation. The strategic approach that we defined to ensure a smooth implementation of the key reforms at the school and provincial level is based on three key elements:

- ***Establish a harmonised system to measure management quality at the EA and School levels***, which is defined in a set of Performance Standards for Schools and EAs
- ***Define NEAP targets for the achievement of these standards by 2020***. These targets refer to a number of core functions that need to be delivered by EA and School management to achieve the educational reforms projected in the NEAP
- ***Provide capacity development support*** to ensure that EAs and Schools can implement the key reforms that are needed to meet these standards and targets
- ***Provide supplementary financial support if necessary***. The application of these new standards may result in increased operational costs. Potential new costs expected will be analysed and, if justified, mainly supported through the EA grant system¹⁸

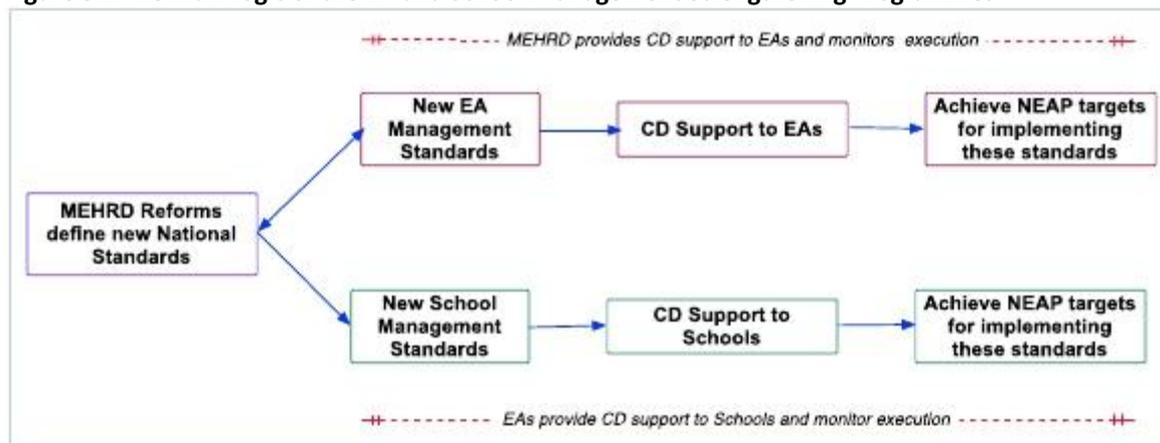
The definition of what constitutes School and EA Performance Standards (educational and managerial) and their targets is an activity will have to be agreed and understood by MEHRD and the EAs. There are already some general standards in place for schools as a requirement of Whole School Development planning. However, these will need further refinement.

The definition of standards and targets will have to reflect, at least the categories shown in the table presented in Annex 3. The initial list of these NEAP targets will have to be re-prioritised or re-defined after these are discussed with the main development partners, as the availability of external resources to meet the capacity development costs to implement them must be discussed and agreed.

¹⁸ Despite financial restrictions mentioned later in Ch4, substantial increases to EA grants finance can be expected in this

NEAP. According to 2015 budget data, the total expenditure on EA Grants (Church + Provincial) on Head 272 budget accounted for 10,955,454 which represents 1.43% of the total of 763,975,587

Figure 3.1 The main logic of the EA and School Management Strengthening Programmes



Key Challenges and the Proposed Way Forward

Significant issues need to be addressed to develop an approach to improving management at the school, provincial and MEHRD levels. The table below summarises the key challenges that we want to address during this NEAP and the direction of the main program areas defined in the NEAP Implementation Framework.

Key Challenges	Proposed way forward: key milestones
The need to find a harmonised system to systematically expand the quality of School and EA management to ensure the educational reforms achieve a real impact in the lives of the final beneficiaries	<ul style="list-style-type: none"> • MEHRD and EAs develop agreed and understood school management and EA performance standards by 2016 • Standards specifically address the general management of the resources (financial, human and material) that are needed to develop a more efficient and effective system • Standards also address the education management needs to achieve the main education outcomes of the NEAP (access and quality) • Targets and key performance indicators for the implementation of these standards are initially defined in this NEAP and should be used to define EA and School management capacity support • Further work to develop baselines to support planning processes at Education Authority and school levels • Improved information systems are needed to allow knowledge about progress in achieving targets • Provide sufficient and well targeted capacity development support to strengthen specific EA and School management standards
The need to strengthen MEHRD capacity to make a more efficient and effective usage of the resources allocated to education	<ul style="list-style-type: none"> • Address the most essential reforms to make a more efficient use of the teacher workforce • Redesign the school grants and asset management systems to increase resources available for teaching and learning • A major improvement of utilisation of ICT for management purposes and the development of robust and reliable MIS to support education management • Strengthen the integration of planning and financial functions and substantial development of their individual management capacity • Full utilisation of the potential generated by MEHRD's new organisational structure to implement the NEAP
The need to develop coordinated approaches with communities, provincial governments and other key stakeholders to strengthen the efficient and effective use of the	<ul style="list-style-type: none"> • Quality provincial infrastructure development plans integrate all available financing • Provincial access expansion addresses education enrolment needs at national and provincial levels and include all educational approaches, (multi-grade teaching) and all available management options (double shifts) to make optimal use of all resources

Key Challenges	Proposed way forward: key milestones
education resources	<ul style="list-style-type: none"> • Improve community participation and monitoring of school management performance by establishing and supporting fully functional School Boards • PEAPs are developed that have adequate resources for implementation following consultation with Provincial Governments and church leaders

What we want to achieve in this NEAP

Overall Goal F: Ensure that core management capacities are strengthened -at MEHRD, Provincial and School levels- to provide the capacity to manage the strategic and administrative processes necessary to achieve the outcomes of the NEAP 2016-2020

Objectives	2015 Baseline	Targets for 2020
Objective F.1 School Management: School management's capacity is substantially developed to meet agreed and understood management performance standards and targets designed to improve school management and deliver NEAP education outcomes	School management is not working well. High turnover of principals (50%) mainly due to the school community demanding a replacement	Joint assessment of School management (MEHRD/EAs) shows that at least 70% of schools satisfactorily apply the new management standards
Objective F.2 EA Management: Education Authorities (EAs) management's capacity is substantially developed to meet agreed and understood management performance standards and targets designed to improve school management and deliver NEAP education outcomes	Education Authority low capacity and service delivery is not allowing them to fully perform their duties Their roles and responsibilities are not clear in several areas and overlap with other MEHRD functions EA resourcing is not based on an assessment of their functions	Joint assessment of EA management (MEHRD/EAs) shows that at least 90% of EAs satisfactorily apply the new management standards by 2020
Objective F 3 MEHRD Management: To strengthen MEHRD core capacity at the institutional, organisational and individual levels	Only 10% of the outputs of the previous NEAP were fully achieved and for 46% no progress was made	Achievement of the NEAP Educational Outcomes is of at least 60% %, and 80% of Management Outcomes

This is a very ambitious programme and of high priority. The managerial reforms designed will strengthen key capacity aspects of EA and School to overcome past factors restricting the depth and final impact of the desired education reforms. These reforms also aim to generate efficiency gains that will both save substantial finance in areas that are currently inefficiently managed and allow reallocation to achieve NEAP priorities.

4. Financing the NEAP 2016-2020

The Solomon Islands allocates an unusually high share of GDP to education, and receives a high level of Official Development Assistance. According to World Bank statistics, Solomon Islands is the second largest in terms of the share of GDP it allocates to education. Moreover, the country has had the highest increase in the share of GDP allocated to education over 2006-2012. Overall spending on education as a percent of nominal GDP grew from 8.7% in 2011 to 10.9% in 2013, with 2014 allocations to MEHRD accounting for 12.3% of projected GDP.

Recurrent expenditure pressures to cope with expanding enrolment, school grants distribution and teacher numbers have been the primary driver of this increased cost. Actual spending on education was higher than original allocations in the SIG budget in the years 2011-2013, driven by overspending on the recurrent side. The recurrent budget was consistently overspent in these 3 years, by an annual average of 12.9%. Over the same period, the development budget for capital

items was consistently underspent, by an annual average of 16.1%. In 2014, MEHRD continued to account for the largest share of the SIG recurrent budget (Si\$ 810.3 million, or 28.4%)

ODA for Education is also high and has also grown rapidly over the last 10 years. The provision of sector budget support to the education sector increased substantially since it was first introduced in 2007. Between 2007 and 2013, sector budget support to MEHRD increased from \$32.5 million to \$175.6 million, or 440.7%, and averaged around 10.9% of the ministry's total recurrent expenditure. Between 2011 and 2013, sector budget support, as a share of total MEHRD recurrent spending, increased from 11.1% to 23.6%. The education sector remains the second highest recipient of sector budget support from development partners behind the health sector.

Aid dependency limits longer-term financial sustainability, making it unwise of the SIG to implement policies under which financing education's recurrent budget dependent on external sources. Aside from longer-term issues, there are risks to relying on development assistance to fill key recurrent expenditure gaps. The 2014 budget saw a reduction of external sector financing provided to MEHRD, due to the under-spending of sector budget support in previous years. For example, in 2013, only 54.7% of sector budget support was spent.

A study carried out by the World Bank¹⁹ to estimate the cost implications of the potential reforms proposed in the ESF and in this NEAP showed that with limited expected government fiscal revenue growth or likely growth in aid revenue, recurrent cost pressures of current policy commitments will create a financing gap. Given the high current allocation to education as a proportion of GDP, it seems unlikely that the MEHRD can expect to see further increases in its budget, relative to GDP. Furthermore, receipt of full sector budget support commitments from donors will require MEHRD's full execution of development funds, which has been a challenge, for reasons often beyond MEHRD's control. The cost projections estimated in the WB report, while subject to improved data availability, highlight an emerging fiscal gap in meeting current policy commitments; and a lack of fiscal space to roll out additional development initiatives expanding access, quality and management. These serve to explain what simple trade-offs are feasible in achieving existing and new NEAP goals within existing resources.

4.1 Medium Term Approach to Finance Government Resources

The main underlying assumption adopted in this NEAP is that all developments proposed to the education system that results in increases in core recurrent costs should be sustainably financed using government resources. Strengthened fiscal discipline is needed to ensure long-term operational budget sustainability. The financial stability of the current system is severely in doubt, even without the introduction of new reforms that would put pressure on the operational budget. To build the fiscal space within available resources that would be required to maintain current policies and introduce new ones, a few essential reforms must be successfully carried out in the short-term. These include: (i) a more efficient management of the teacher workforce; (ii) a more balanced allocation of the resources spent on international scholarships to other educational areas (iii) increase the value for money of the expenditure in scholarships with a more balanced allocation between national and international scholarships; (iv) the correct utilisation of school grants and EA grants to serve the purpose for which they were created for; (v) the development of more accurate information systems to inform MEHRD policies with reliable evidence; (vi) the introduction of medium term financial costing and modelling to pre-calculate the effects of future policy measures.

The reforms and targets proposed in this NEAP are significantly limited as they follow this primary assumption that additional fiscal space must be built within available resources to meet existing and outstanding policy commitments, before more optimistic expansions can be feasible. All the fundamental reforms that are needed to develop the necessary efficiencies and financial space to accommodate more ambitious goals are also proposed in this NEAP and with high priority. Their

¹⁹ Close, S and Levine, V "Costing NEAP 2015-2020 and ESF 2015-2030: "A Framework for Assessing Policy Options and Trade-offs", WB, 2015

success is critical, but these reforms must produce visible results within this NEAP timeframe, as these results will dictate the final fate of important areas that this NEAP will only begin to explore, and that should be expanded and consolidated in the next one. Even the implementation of some of the very modest goals proposed in this NEAP regarding access and quality will depend to some extent on the success achieved by the reforms that aim to build more efficiency into the system.

4.2 The role of International Cooperation

External support will undoubtedly be needed to meet many of the transitional costs required by key sector reforms proposed in the NEAP. These may be reflected as multi-year investments in some areas such as management capacity development, curricular changes, and curricular-related in-service training. From a longer-term perspective, they should be primarily seen as “one-off” development investments. An additional key premise of this NEAP finance strategy is to make sure that this last statement remains true. Lack of significant (or sustainable) results for many of the investments already supported with development partner finance in these areas generated an on-going dependency for support that is not healthy for both parties. Therefore, the few large-scale reforms proposed in this NEAP that would require substantial development investments from the development partners were designed to: (i) provide measurable quality results in the short term and (ii) ensure there is sufficient capacity to adequately implement them.

For example, the programmes to strengthen the management capacity of Schools and EAs are based on the adoption of measurable management standards for each. For these standards, measurable targets are provided to monitor on-going progress in both programmes. This design will help to narrow down the specific targets for the development partner support that is going to allow these capacity improvements to happen. It will also make a more visible correspondence with the agenda of other priority reforms proposed for MEHRD mentioned above (teacher, financial management).

Basic costing estimates were made to validate the size of the development investments proposed is also compatible with the funding capacity of the main development partners. Otherwise, these would not be feasible; however, more detailed costing and feasibility studies will be necessary during the NEAP pre-implementation phase. The main proposed reforms are also in accordance with their perception of the allocative efficiency of the usage of their resources and aligned with their main priorities. A substantial part of the work proposed for the first year of this NEAP (2016) is to consolidate the support of the development partners for these critical areas and transform this into specific programs/projects so their implementation can start in 2017.

4.3 Major costing trade-offs and assumptions proposed in this NEAP

The results of the costing considerations mentioned above affected the scope of the main goals and targets that this NEAP will propose for the major education reforms. Cost limitations also led to higher priority being given in the plan to those NEAP activities and programs, which improve efficiency of major expenditure items. Achieving such high-priority results is needed to build the fiscal space enabling MEHRD to achieve its more ambitious education access and quality goals.

Not all the restrictions that were used to prioritise education goals and targets are financial, as other fundamental capacity and management limitations were taken into account. Realistic estimates of the time and management leadership that would be needed to build that capacity were also considered. The table below shows how the different trade-offs resulted in the proposed goals and targets and the main assumptions that were made, that in some cases may limit the implementation of what has been proposed.

Table 4.1. Summary of the main trade-offs adopted in this NEAP

Equitable Access and Completion	Proposed solutions and key assumptions
<ul style="list-style-type: none"> • ECCE: a moderate access expansion is proposed only for 5 y.-o. in Preparatory; co-financed support to 3-4 y-o in community ECCE Centres • Primary: keep up the pace of population growth only; and focus on completion 	<ul style="list-style-type: none"> • Keeping up with the pace of population growth is already unsustainable and will need results from the efficiency programmes • The programmed allocation of School Grants for ECCE Centres (of \$100/child) is sustainable only

<ul style="list-style-type: none"> • Junior Secondary: focus only on completion and a more gender-balanced transition to senior secondary (boardrooms) • Senior Secondary: an expansion of the capacity just to absorb all graduates from JS; focus on gender-balanced completion • Tertiary skill development: expanded access will occur once the proposed new system is operational • Infrastructure: only major infrastructure investments are predicted for SS • Maintenance: improve preventive maintenance to ensure proper conditions 	<p>for the current number of centres.</p> <ul style="list-style-type: none"> • A substantial part of the projected increases of the teacher costs can be absorbed by a better management of the teacher force • Internal transfers from scholarship allocation will be necessary if the efficiency reforms fail to produce visible results • An accurate, costed plan to expand access (including infrastructure development) is needed to estimate real infrastructure costs • Initial estimates of adequate maintenance costs need revision; results from the School and EA management programs are mandatory before expanding investment
<p>Quality and Relevance</p>	<p>Proposed solutions and key assumptions</p>
<ul style="list-style-type: none"> • Learning Outcomes: set up targets for improvement of learning outcomes and monitoring progress • Curricula: deliver new curricula for Prep, and SS and complete existing curricula for Primary and JS within this NEAP • Teacher Training: delivery of curriculum-related training will be incipient, improved quality measured on students may not be visible in this NEAP • Teaching Materials: increased supply of new curricular materials for all these education areas • Literacy and Numeracy: support to improve L&N will be provided in parallel to above reforms to achieve results in this NEAP 	<ul style="list-style-type: none"> • Outsourcing curriculum development to reduce lead time and ensure quality; DP support needed to finance this development cost • The expansion of the in-service training is outsourced using recently developed model (USP); sustained DP support needed to finance this development cost • A substantial part of the projected increase of the teaching materials costs can be absorbed by the improvements currently being introduced • Financing for the support for L&N is already available

5. Implementation of the NEAP 2016-2020

The design of the main programmes proposed in this NEAP paid particular attention to the central issues that hindered the implementation of the previous ones described earlier in Chapter 1. To facilitate implementation and overall coordination, most of the top priority interventions proposed in this NEAP are directly aligned with the current organisational structure of MEHRD. Implementation will still demand a good degree of internal coordination as results are highly inter-connected and timely execution of results in some areas will affect overall success in others. For example, the successful implementation of the new teacher or school grant management reforms is conditioned by the pace of the EA and School management strengthening programmes to produce their results as planned.

A separate document, the NEAP Implementation Framework presents more detailed information about all the programmes proposed in this NEAP. These matrixes show the main Outputs that are needed to achieve the Outcomes described in Chapters 2 and 3, together with targets and key performance indicators for all of them, and initial calendars for their implementation. These matrixes also show the main rules of precedence and inter-linkages between different parts of the NEAP. This document also provides the Monitoring and Evaluation Framework matrixes.

5.1. Management Implementation Arrangements

The NEAP Implementation Framework provides guidance to organise the following arrangements: (i) help defining the key executive roles in the implementation process; (ii) the main support roles that

are also needed to ensure a smooth implementation and (iii) a calendar to guide the overall implementation process. These Key Executive Functions are summarised in Table 5.1 below.

Table 5.1. Summary of the Key Executive Functions to implement this NEAP

Management Team	Leading and Coordinated Implementation Roles
Permanent Secretary (PS) and Deputy Secretary (DS)	<ul style="list-style-type: none"> • Accountability to SIG to achievement of NEAP programmes • Links with other Ministries (MPS, MDPAC, MOFT, Health) • Key decision making necessary to overcome barriers to progress
Senior Management Team (SMT)	<ul style="list-style-type: none"> • Monitor the balance of the implementation of different parts of the plan to avoid delays • Address and resolve any coordination issues • Ensure smooth cooperation with development partners
Under Secretariat for National Education Services (USNES)	<ul style="list-style-type: none"> • Lead implementation of the main education reform programmes to improve access and quality of education (A: ECCE, B: Basic Education, and C: Senior Education) • Lead operative implementation of Programme E (teaching quality) • Coordinated support to School Management Programme F.1
Under Secretariat for Education Authority Services (USEAS)	<ul style="list-style-type: none"> • Lead implementation of EA and School Management strengthening programmes F1 and F2 • Co-ordinated implementation of Asset Management Programme F.3.4 • Co-ordinated implementation of Teacher Management Programme F.3.2
Under Secretariat for Corporate Services (USCS)	<ul style="list-style-type: none"> • Lead overall implementation of MEHRD Management Strengthening programme F3
Strategic Services Group (SSG)	<ul style="list-style-type: none"> • Lead Implementation of Programme D: Tertiary Education

The NEAP Implementation Framework also provides a description of other key support functions that are also critical to develop the implementation of this plan. These Key Support Functions are summarised in Table 5.2 below.

Table 5.2. Summary of the Key Support Functions to implement this NEAP

Team/Individual	Key Support Function
Strategic Support Unit (SSU)	<ul style="list-style-type: none"> • Training and individual support to transform NEAP Outputs into Annual Work Plans (AWPs) • Produce tools to support SMT monitoring of the execution of the plan • Develop data and evidence to support policy decision-making
Finance Department (FD)	<ul style="list-style-type: none"> • Financial modelling practices and medium-term approaches for costing and budgeting important parts of the plan • Develop a working relationship with MOFT to speed up the agenda of the efficiency reforms
Education Sector Management Advisor (ESMA)	<ul style="list-style-type: none"> • Support the SMT and SSU to perform the roles described above • Develop the capacity of all USs, Directors and HODs to manage the implementation of the NEAP • Support efficient and coordination of donor support
Education Sector Advisor (ESA)	<ul style="list-style-type: none"> • Provide technical support to the USNES to perform the roles described above • Support the redesign of the roles of the Inspectorate and its capacity strengthening • Provide inputs to the USEAS to define School and EA management standards and targets

The NEAP Implementation Framework also proposes a calendar with the main intermediary milestones that should happen during the implementation of this NEAP. The calendar describes the proposed focus of three main stages in this implementation:

- *Pre-Implementation Stage: (April-December 2016):* several preparatory actions that are very important to ensure the smooth implementation of the plan in the following stages should take place during this stage.
- *Implementation Stage I: (2017-2018):* focus on delivering the main reforms that start at MEHRD and then the EA and School management strengthening programmes. A mid-term review of the implementation of the NEAP is programmed by the end of this stage.
- *Implementation Stage II: (2019-2020):* During this period, the focus should shift to ensuring that the important actions projected in this NEAP that should happen at the EA and School levels are correctly facilitated and progress according to plan. This stage also includes the next NEAP planning and financing round that should use the whole calendar year of 2020.

5.2. Monitoring and Evaluation of the NEAP 2016-2020

The design of an appropriate monitoring framework is an essential part for the future implementation of this Plan. A draft Monitoring Framework is provided in the NEAP Implementation Framework. This document should provide the main elements that are necessary to monitor progress in the implementation of the NEAP. The monitoring system we are proposing for this NEAP will require the development on a few management tools:

- *Performance Assessment Framework.* This framework will have to be agreed in dialogue with the development partners and should present a subset of the output and outcome indicators provided in the NEAP Implementation Matrixes. The subset of the PAF should be concise but representative enough to allow quality monitoring the overall progress of the NEAP. For all indicators presented in the PAF, accurate baseline measurements must be provided to allow monitoring and evaluation.
- *Annual Performance Assessment Reports (PAR).* These reports should annually report on progress in the indicators contained in the PAF and will be critical to inform annual joint reviews with development partners and other stakeholders. A new type of PAR is needed to ensure consistent measurement of all the indicators selected in the PAF, showing progress to NEAP baselines and comparing progress towards the planned target values.
- *Annual Work Plans (AWPs).* Annual work plans must define main milestones and the expected sequencing and dependency of the core activities. This information should be presented as a Gantt Diagram showing the calendars of the key milestones and implementation responsibilities. The AWPs should also relate expenditures (domestic and external) with particular priority programs, results and activities.

An adequate use of periodic monitoring events must be decided upon and planned. This decision may consider using some of the following possibilities: (i) monthly monitoring of the NEAP implementation within each Under Secretariat; (ii) monthly monitoring of the main implementation issues by the SMT; (iii) joint reviews with EAs and development partners on the implementation of the NEAP. As some of these exercises are time-consuming, a proper balance must be achieved to provide sufficient monitoring quality and, at the same time, avoid diverting the scarce energy and attention of the teams away from the implementation.

The NEAP Implementation Framework provides a guide to the monitoring and evaluation of this plan and presents a calendar for the main activities that should be implemented in this process. A key element in this process is to make sure that adequate levels of energy and resources are allocated to: (i) evaluate the implementation of this NEAP and (ii) plan the next NEAP outcomes and targets, costing and resource allocations and get it approved before the 2021 implementation starts. These two key tasks were overlooked in previous NEAPs and may have a lot to do with the poor implementation performance of the plans that followed.

5.3. Different Planning Hierarchies and the Expected use of the ESF and NEAP Matrixes

The strategic planning proposed in this NEAP is the first step in the implementation of the Education Strategic Framework 2016-2030. The goals and targets proposed here are the result of a careful mid-term planning exercise that includes four different levels of planning hierarchies:

1. *The ESF (2016-2030) overall goals and implementation targets for the next three NEAPs*
2. *The NEAP 2016-2020 Strategic Framework Matrixes*
3. *The NEAP 2016-2020 Implementation Framework Matrixes*
4. *The NEAP Annual Work Plan Matrixes*

These planning hierarchies convey the same planning logic with different levels of detail:

1. ESF (2016-2030) Strategic Planning Matrixes. The ESF defines the overall vision, goals and main strategies for the education sector in the next 15 years. The guiding principle of the ESF planning is the definition of the Solomon Islands response to the Sustainable Development Goals (SDGs). The SDGs are not mandatory and for many countries as Solomon Islands; the role of the SDGs is fundamentally aspirational. The ESF is proposing ambitious goals and targets for 2030 that are inspired by the SDGs, but that mainly reflect the country's education key priorities, limitations, and challenges. This is expressed in two main planning definitions:

- *The Solomon Islands Response to the SDGs.* The ESF describes the long-term goals the country is proposing to achieve regarding the seven targets proposed by the SDG Goal 4²⁰
- *Targets for the next three NEAPS.* The ESF also defines a gradual approach to achieving the long term goals and proposes specific goals for each of the three NEAPS

The examples below show the definitions that are presented in the ESF and how these definitions defined what is proposed in this NEAP.

Example of the SI Response to the SDGs and the targets for the 3 NEAPs (for SDG Target 4.2: ECCE)

SDG targets		Solomon Islands response		
4.2 All girls and boys have access to quality early childhood development, care and pre-primary education		<ul style="list-style-type: none"> • Full enrolment for all 5 year olds by 2030 • Extend access to 3-4 year olds as much as possible • Focus on improving quality at all levels, especially Prep 		
Focus Area	NEAP 2016-2020	NEAP 2021-2025	NEAP 2026-2030	
Equitable access	<ul style="list-style-type: none"> • Find affordable ways to expand access to 3-4 y.o. by co-financing community centres • A small expansion of Prep until its transformation is not completed 	<ul style="list-style-type: none"> • Start expansion of access in prep to reach all 5-y.o. by 2030 (focus on how to reach under-represented target groups) • Moderate expansion of co-financed and licensed community centres 	<ul style="list-style-type: none"> • Finalise access expansion in prep by reaching most under-represented target groups by 2030 • Continue expansion of community centres to reach full access to 3-4 y.o. by 2040 	
Quality	<ul style="list-style-type: none"> • Transform Preparatory year (5-y.o) into a quality foundational year of BE • Develop new curricula and start in-service training • Start overall upgrade of the teacher force 	<ul style="list-style-type: none"> • Finalise curricular-related teacher training for Prep • Continue recycling prep teacher force • Strengthen quality assurance methods for community Centres 	<ul style="list-style-type: none"> • Finalise recycling Prep teacher force • Start focusing on how to strengthen quality for 3-4 years old in community centres 	

2. NEAP 2016-2020 Strategic Framework Matrixes. The matrixes presented in this document define the goals that the NEAP aims to achieve for 2020 for the key strategic priority areas. These matrixes show the most concise results framework defined in this NEAP and describe: (i) the objectives of the main programmes that must be implemented to achieve these goals and (ii) the primary outcomes that must be attained to meet these objectives. The matrixes also provide a summary description of the 2015 baseline and measurable indicators and targets for all objectives and outcomes. These matrixes should be used for: (i) guiding the overall strategic management of the implementation of

²⁰: SDG Goal 4: "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all."

the plan, (ii) defining main programmes and setting their key milestones. The example below shows the type of contents that are provided in these matrixes.

Example of the NEAP 2016-2020 Strategic Framework Matrixes (for ECCE Access only)

Programme Area	2015 Baseline	Targets for 2020
Goal A. Early Childhood Care and Education (ECCE): By the end of 2020 more girls and boys complete fee free, equitable and quality early childhood care and education <i>irrespective of social, economic or other status</i>		
Objective A.1 Access: A range of access strategies are developed and implemented to provide equal access to early childhood education for 3 to 4 year old and for 5 year old children	<ul style="list-style-type: none"> NER for 3-4 years old is 31% (Boys 30%, Girls 31%) Total participation rate of 5 y-o is 63% of which in Prep is 23% (Boys 62%, Girls 23%) 	<ul style="list-style-type: none"> NER for 3-4 is > 47% (Maintained gender parity) Enrolment of 5 y-o in Prep > 60% (Increased gender parity)
Outcome A.1.1 More 3 to 4 year old children will be supported with expanded access to early childhood education in community ECCE centres	<ul style="list-style-type: none"> Activity in ECCE is difficult to measure as there are inadequate statistics about the number of ECCE centres and students No mapping has occurred that identifies current or priority locations for ECCE Centres 	<ul style="list-style-type: none"> Access of 3-4 years by co-financing licensed ECCE Centres with school grants A costed policy for the expansion of community ECCE Centres for 3-4 year approved by 2017 and implemented from 2018 onwards
Outcome A.1.2 More 5 year old children have equal access to pre-primary schooling and have access to schooling taught in the vernacular languages	<ul style="list-style-type: none"> 88% of Primary School have Prep Classes 	<ul style="list-style-type: none"> 95% of Primary School offer the new pre-primary year for 5 year old using existing classrooms

3. NEAP 2016-2020 Implementation Framework Matrixes. The matrixes presented in the NEAP Implementation Framework define on more level of detail to what is provided in the NEAP Strategic Framework Matrixes. These are the most explicit result framework matrixes defined by this NEAP and for the same set of goals, objectives and outcomes, they add a description of: (i) the outputs that must be produced to achieve all outcomes; (ii) main 2020 targets and key performance indicators for each output. The matrix also provides an implementation calendar defining the main responsible agencies for their implementation and the means of verification of the indicators. These matrixes should be used for: (i) guiding the practical implementation of the plan; (ii) defining multi-annual milestones, budgets and development partner support. The example below shows the type of contents that are provided in these matrixes.

Example of the NEAP Implementation Framework Matrixes (for ECCE Access to 3-4 year olds only)

Outcome	Outputs						Responsible	Targets and Key Performance Indicators	Means of Verification
Objective A.1 ACCESS: A range of access strategies are developed and implemented to provide equal access to early childhood education for 3 to 4 year old and for 5 year old children									
Outcome A.1.1 More 3 to 4 year old children will be supported with expanded access to early childhood education in community ECCE centres	A.1.1.1 Develop a costed policy for the expansion of community ECCE Centres for 3-4 year olds supported with School grants from MEHRD						USNES: CE&SS/ ECCE	Policy developed and approved by Cabinet	Cabinet resolution
	A.1.1.2 Policy to license ECCE Centres is implemented						USNES: CE&SS/ ECCE	No. of licensed centres up from 50 in 2015 to 350 in 2020	USNES
	A.1.1.3 Develop co-financed, multi-stakeholder approaches to increase participation and additional resources in organized learning in ECCE centres						USNES: CE&SS/ ECCE	The number of co-financed centres up to 300 in 2020	USCS: Finance
	A.1.1.4 Develop coordinated approaches with other government initiatives that relate to ECCE policies and strategies supported by ministries and agencies						USNES: CE&SS/ ECCE	Number of centres opened through multi sector agreements	Agreements signed with other institutions

4. NEAP Annual Work Plan (AWP) Matrixes. One more level of detail is still needed to guide the annual implementation of the NEAP. Annual Work Plan matrixes must be drawn from the multi-year NEAP Implementation Framework Matrixes. The AWP matrixes must define the main annual milestones and the core activities that are needed to achieve all outputs. This information should be presented in a very similar format to the one of the multi-year Implementation Matrixes (a Gantt Diagram showing the calendars the key milestones and implementation responsibilities). However, the main focus of the AWP is to describe the breakdown of quarterly output targets and define the key inputs and additional expenditure estimates (domestic and external) that are needed to implement all the necessary activities. These matrixes will be used for: (i) defining annual budgets (domestic and external) and resources and (ii) monitoring the execution of the plan (quarterly or monthly). Annual Work Plans are not provided in this document, mainly because these matrixes must be formulated on a yearly basis. These matrixes must also adapt to the dynamics of the implementation of the plan and regularly adjust implementation milestones and carryovers from the result of the execution in previous years. The example below shows the type of contents that should be developed on a yearly basis.

Example of the NEAP Annual Work Plan Matrixes (fraction of ECCE Access to 3-4 year olds)

Outputs	Activities					Responsible	Key Inputs that will require additional funding	Estimated Additional Costs
Outcome A.1.1 More 3 to 4 year old children will be supported with expanded access to early childhood education in community ECCE centres								
A.1.1.1 Develop a costed policy for the expansion of community ECCE Centres for 3-4 year olds supported with School grants from MEHRD	A.1.1.1.1 Review co-financed agreements to promote organized learning in ECCE centres					USNES: USEAS	Survey /census of all centres	3,000
	A.1.1.1.2 Develop a standard contract model to license ECCE Centres					USNES: CE&SS	ECCE Consultant Inputs needed	5,000
	A.1.1.1.3 Identify other government initiatives (nutrition, health, social and child protection, water/sanitation and justice) that relate to ECCE policies					USNES: CE&SS		
	A.1.1.1.4 Estimate costed expansion of ECCE Centre enrolment using different financing sharing modalities					USCS: Finance	Finance consultant Inputs needed	10,000
	A.1.1.1.5 Prepare policy draft and discuss it with Cabinet					USNES: CE&SS	ECCE Consultant Inputs needed	5,000

6 Risk Management and Assumptions

The NEAP Implementation Framework provides the main elements to guide the Ministry to manage the overall implementation process. The successful implementation will depend on internal *critical success factors* that are not normally considered as risks as they are under the management control of MEHRD. There will be six key critical internal factors to ensure the success of the implementation of this plan:

- Careful and results-oriented management of all resources, domestic and external ensuring that annual programmes are implemented and spending is coherent with the implementation needs emerging from the monitoring system
- A strong focus on evidence driven decision making and policy decisions with costed estimations and sound analysis of the capacity limitations to implement new policies
- Develop practical and effective tools to support top and middle management and systematically monitor policy and programme implementation
- Maintain a good degree of flexibility and develop the ability to adapt to change will also be crucial in light of Solomon Islands’ ever-changing circumstances
- Ensure adequate communication of policies and programmes to all relevant managers at the national and provincial levels

- It will also be critical to achieve an effective dissemination of the plan to enable learners, teachers, parents, and, indeed, all Solomon Islanders, to realize the importance of the proposed changes

The achievement of certain objectives is also subject to influences beyond the direct control of MEHRD management. The Risk Analysis Matrix below presents the main *external* factors, over which MEHRD does not have direct control. It is therefore important to monitor the external environment to identify whether or not the assumptions that have already been made in this NEAP are likely to hold true, what new risks may be emerging, and to take action to manage or mitigate these risks where possible. The Risk Management Matrix shown below shows the already identified risks and the main strategies to manage them. This matrix will be reviewed and updated on a regular basis as part of: (i) Annual Joint Reviews and (ii) the Annual Action Planning process.

Table 7.1: Risk Management Matrix

Risk	Potential Adverse Impact	Level	Risk mitigation strategy	Responsibility
Insufficient government funding happens before NEAP implementation achieves substantial efficiency gains	Cuts to education budget will usually affect development costs to finance quality to match salary requirements	H	Share with MOFT and Public Service contents of key management reforms (teacher management, school grants) and a medium term agenda to improve spending efficiency Establish a PFM working group with MOFT to speed up the agenda of the efficiency reforms	Minister of Education Minister of Finance
Weak or unsustainable support from society and sectors related to Education	Lack of response to establish School and Provincial Boards will undermine community monitoring of school management performance	M	Invest important efforts in communication and dissemination of the NEAP Promote civil society and other stakeholder participation in the execution of the key programmes	Senior Management Team USEAS
Insufficient /ineffective international financing to support the implementation of the NEAP	Ministry not available to deliver key results of the NEAP Educational targets not achieved cascade through the whole system	M	Develop an effective dialogue based on an agreed and understood list of priorities Annual Forecasts of DP support needs are discussed and approved prior to the implementation year	Deputy Secretary SSU
International scholarship fund allocation and management is interfered by political decisions	Ministry not capable of financing the expansions considered in this and future NEAPs that depend on further finance	H	Improve communication with Cabinet and Parliament to show full implications of these decisions Agree and apply ceilings with MOFT for this expenditure	Prime Minister Minister of Education
Teacher unions pressures create an unsupportive environment for a rational utilisation of teacher salaries	Insufficient funds to finance the expansion of the teacher force and their qualification	H	Work with teacher leaders to explain purposes of the NEAP and the long and medium term key reforms regarding teacher management	USEAS/TS
Limited Parliamentary and Cabinet support hinders legal, institutional reforms of the education	Some important programs (TVET/Tertiary) depend on parliamentary decisions Many others (curricula) on Cabinet support	L	Improve communications to increase governmental and parliamentary support to accelerate the agenda of the NEAP	Minister of Education

Risk	Potential Adverse Impact	Level	Risk mitigation strategy	Responsibility
system				

Annex 1: NEAP 2016-2020 Strategic Framework Matrixes

Programme Area	2015 Baseline	Targets for 2020
Goal A. Early Childhood Education and Care (ECCE): By the end of 2020 more girls and boys complete free, equitable and quality early childhood education and care <i>irrespective of social, economic or other status</i>		
Objective A.1 Access: A range of access strategies are developed and implemented to provide equal access to early childhood education for 3 to 4 year old and for 5 year old children	<ul style="list-style-type: none"> NER for 3-4 years old is 31% (Boys 30%, Girls 31%) Total participation rate of 5 y-o is 63% of which in Prep is 23% (Boys 62%, Girls 23%) 	<ul style="list-style-type: none"> NER for 3-4 is > 47% (Maintained gender parity) Enrolment of 5 y-o in Prep > 60% (Increased gender parity)
Outcome A.1.1 More 3 to 4 year old children will be supported with expanded access to early childhood education in community ECCE centres	<ul style="list-style-type: none"> Activity in ECCE is difficult to measure as there are inadequate statistics about the number of ECCE centres and students No mapping has occurred that identifies current or priority locations for ECCEs Centres 	<ul style="list-style-type: none"> Access of 3-4 years by co-financing licensed ECCE Centres with school grants A costed policy for the expansion of community ECCE Centres for 3-4 year approved by 2017 and implemented from 2018 onwards
Outcome A.1.2 More 5 year old children have equal access to pre-primary schooling and have access to schooling taught in the vernacular languages	<ul style="list-style-type: none"> 88% of Primary School have Prep Classes 	<ul style="list-style-type: none"> 95% of Primary School offer the new pre-primary year for 5 year old using existing classrooms
Objective A.2 Quality: By the end of 2020 more girls and boys complete free, equitable and quality early childhood education with relevant and effective learning outcomes	<ul style="list-style-type: none"> No harmonised system is used to measure quality in ECCE 	<ul style="list-style-type: none"> A new standard to measure quality (School Readiness) is introduced by 2018 and regularly monitored
Outcome A.2.1. 3 to 4 year old children will receive improved quality early childhood education through community based ECCE centres	<ul style="list-style-type: none"> Many centres do not comply with MEHRD minimum standard requirements 	<ul style="list-style-type: none"> At least 50% of community ECCE Centres are licensed and apply National Standards in their programmes by 2020
Outcome A.2.2. Current Prep is transformed into a quality Pre-Primary Education Foundational Year for 5 year olds	<ul style="list-style-type: none"> An ECCE Curriculum was developed in 2008 but it was not fully implemented and needs revision 	<ul style="list-style-type: none"> Preparatory transformed into formal education pre-school programme for 5-years-old delivered in primary school classrooms A quality National Curriculum for the new pre-primary year is developed by 2018 and implemented from 2019 onwards 10% of students in primary are taught using the new National Curriculum
Goal B. Basic Education: By the end of 2020 most girls and boys can have safe and equitable access and complete free, quality basic education <i>irrespective of social, economic or other status</i>		
Objective B.1 Inclusive Access and Completion: Most Y1-9 students have equitable access to fee-free schooling and complete basic education	<ul style="list-style-type: none"> GER for PE is 111% (Boys 113%, Girls 109%) NER for PE is 87% (Boys 88%, Girls 86%) GER for JS is 72% (Boys 72%, Girls 72%) NER for JS is 38% (Boys 36%, Girls 38%) 	<ul style="list-style-type: none"> GER Primary Education = 115% (Increased gender parity) NER Primary Education = 91% (Increased gender parity) GER Junior Secondary = 81% (Maintain gender parity) NER Junior Secondary > 51% (Maintain gender parity)

Programme Area	2015 Baseline	Targets for 2020
Outcome B.1.1 Effective and affordable policies to allow equitable access to Basic Education, especially for priority target groups ²¹ are designed and Introduced	<ul style="list-style-type: none"> • Current system does not allow to estimate GER/NER for children from all priority target groups (except girls) • No long term access planning is carried out for BE 	<ul style="list-style-type: none"> • School support the development of provincial plans and inform on how to improve local access and retention • A costed plan with measures and interventions to increase access for key target groups is approved by 2020
Outcome B.1.2 A strategy to improve internal efficiency and to reduce the number of Early School Leavers in Primary and Junior Secondary Education, -especially girls- is designed and implemented	<ul style="list-style-type: none"> • Large population of overage students across the system (19% in PE and 45% in JSE) • This starts at prep where 5-15% of students are forced to repeat Prep, late entrant students are forced to start at Prep despite being 9-11 years old • No policies or interventions are formally carried out to prevent Early School Leaving or to offer second chance education for late entrants • The passage from PE to JS seems to be balanced but lack of boarding facilities may restrict girls access to National or Provincial Schools 	<ul style="list-style-type: none"> • New practices to improve internal efficiency are adopted • The number of overage students < 7% in PE and <25% in JS • Targeted ESL prevention interventions are implemented in at least 10 provinces (30 schools) • New program to provide second chance education for late entry students is piloted in 10 provinces (30 schools) • Infrastructure limitations, -especially boarding facilities for girls- are measured and addressed to provide a more equitable passage from Primary to Junior Secondary
Objective B.2 Quality: By the end of 2020 more girls and boys receive quality basic education with relevant and effective learning outcomes (literacy and numeracy, skills development)	<ul style="list-style-type: none"> • 2015 results shows moderate progress in English Literacy reading for Year 4 and Year 6, and low achievement for writing. Numeracy achievement levels are progressing well²² • No baseline is yet available for JS 	<ul style="list-style-type: none"> • 85% of pupils Gr. 4 and 6 achieve the minimum proficiency for literacy and numeracy, and Science as defined by curricula, in equitable way • Increase by 15% the number of students by the end of Gr. 9 achieving the minimum proficiency of literacy and numeracy and work related skills as defined by the curricula and in an equitable way
Outcome B.2.1 Quality new curricula is developed and introduced in Primary and Junior Secondary Education	<ul style="list-style-type: none"> • Curriculum for PE is under revision • Curriculum for JSE is under revision 	<ul style="list-style-type: none"> • A quality National Curriculum for primary and JS education is completed by 2018 and implemented from 2019 onwards • Curriculum related in service training covers at least 20% of the teachers
Outcome B.2.2 Additional measures are adopted to substantially improve literacy and numeracy in BE during this NEAP	<ul style="list-style-type: none"> • A project to improve Literacy and Numeracy produced positive results but was only tested for early grades and in a limited scale 	<ul style="list-style-type: none"> • Project to improve Literacy and Numeracy is mainstreamed and implemented in all schools in BE • A costed plan to extend specialist classrooms is approved

²¹ Girls, children with special learning needs, children affected by emergencies, children from linguistic and ethnic minorities and from low economic backgrounds

²² See Annex 4 for a detailed baseline of current indicators for quality for Primary and Junior Secondary Education

Programme Area	2015 Baseline	Targets for 2020
	<ul style="list-style-type: none"> There is no evaluation of the cost-benefits of using Vernacular languages in Primary Education 	by 2018 and introduced from 2019 onwards
Goal C. Senior Secondary Education: By the end of 2020 more students will have extended and more equitable access and complete quality senior secondary schooling		
Objective C.1 Access and Retention: By the end of 2020 more students will have extended and more equitable access to senior secondary schooling	<ul style="list-style-type: none"> GER for SS is 33% (Boys 34%, Girls 30%) NER for SS is 27% (Boys 27%, Girls 26%) 	<ul style="list-style-type: none"> GER for SS is 38% (increased gender parity) NER for SS is 32% (increased gender parity)
Outcome C.1.1 Effective and affordable policies to allow equitable access to Senior Secondary Education, especially for priority target groups ²³ are designed and Introduced	<ul style="list-style-type: none"> Analysis from exam demand and placement statistics suggest that the lack of boarding facilities is limiting the passage from JS to SS for each cohort (approximately 1,017 students of which 674 are girls) No long term access expansion planning is carried out for SSE 	<ul style="list-style-type: none"> Infrastructure limitations are addressed to allow full passage from Primary to Junior Secondary (approximately 1,000 more students of which at least 60% are girls) An access expansion plan for senior secondary analysing the most cost-effective options developed by 2018 Costed plans analyse measures and interventions to increase access for key target groups (girls, children with special needs, economic exclusion) approved by 2020
Outcome C.1.2. A strategy to reduce the number of Early School Leavers in Senior Secondary Education, -especially girls- is designed and implemented	<ul style="list-style-type: none"> No policies or interventions are formally carried out to prevent Early School Leaving Almost 75% of students drop out from Senior Secondary education 	<ul style="list-style-type: none"> Pilot ESL prevention interventions are implemented in at least 10 provinces (30 schools)
Objective C.2 Quality: By the end of 2020 more girls and boys receive senior secondary education with relevant and effective learning outcomes (literacy and numeracy, key competences)	<ul style="list-style-type: none"> No quality baseline is yet available for SS 	<ul style="list-style-type: none"> Increase by 10% the number of students achieving learning and work related skills (entrepreneurial and ICT skills), with equity (gender and geographical indicators)
Outcome C.2.1 Quality new curricula is developed and introduced in Senior Secondary Education	<ul style="list-style-type: none"> Curriculum is out-dated 	<ul style="list-style-type: none"> A quality National Curriculum for SSE is redesigned and reviewed to ensure the introduction of Life Long Learning key competences by 2018 and implemented from 2019 onwards A costed plan is approved to introduced this curriculum in the next NEAP

²³ Girls, children with special learning needs, children affected by emergencies, children from linguistic and ethnic minorities and from low economic backgrounds

Programme Area	2015 Baseline	Targets for 2020
Goal D. TVET and Higher Education: To consolidate the establishment of a comprehensive, integrated tertiary skills development sector (TVET and Higher Education) which provides quality education and relevant skills for employment, decent jobs and entrepreneurship		
Objective D.1 Access: develop and test new approaches to provide equitable access to quality assured skills development for women and young people and people with a disability	<ul style="list-style-type: none"> No reliable, official government statistics are available to measure access for tertiary skills development²⁴ 	<ul style="list-style-type: none"> New approaches are tested but with marginal overall improvement of access
Outcome D.1.1 Targeted measures to provide more equitable access to quality assured skills development for women and young people and people with a disability	<ul style="list-style-type: none"> Tertiary skills development courses do not sufficiently meet labour market demands or target women or diversify to incorporate new technologies 	<ul style="list-style-type: none"> New courses approved in SINU diversify supply with a gender approach and provide relevant skills Assessment of success in enrolment and employability of graduates Pilot interventions are developed to offer more comprehensive and attractive tertiary skills development opportunities
Outcome D.1.2 A new system for managing national and international scholarships that provides equitable access, coherence with national education and labour market priorities and substantially improves the cost-benefit obtained of the scholarship system is developed and implemented	<ul style="list-style-type: none"> Fair allocation of places based on market demand, merit and monitoring of student performance has been problematic Current scholarship expenditure (\$210M) triples the envelope of official policy allocation to the NTU (\$70M) 	<ul style="list-style-type: none"> SISQA new Scholarship Policy and Procedures are endorsed and Annual Scholarship Plans are developed and implemented by 2019 Official ceilings are respected and eliminate the problem of over-expenditure There are systems in place to measure equity, labour market responsiveness, for determining placements and a cost benefit analysis
Objective D.2 Quality: Quality, relevance and market orientation of the programs delivered by the tertiary skills development sectors are substantially improved	<ul style="list-style-type: none"> No standardised system is used to measure quality in the tertiary skills development sector 	<ul style="list-style-type: none"> Improvements proposed are only anecdotal, produced by pilot programs to showcase further expansions of quality
Outcome D.2.1 Information systems of monitoring, evaluation and prediction of trends in the labour market are developed and implemented	<ul style="list-style-type: none"> No joint labour market analyses and Identification of industry standards are used for adapting training supply in priority skill demand areas 	<ul style="list-style-type: none"> Partnerships with the Solomon Islands Chamber of Commerce and Industry (SICCI) and other national and provincial stakeholders achieved by 2019
Outcome D.2.2 The quality of the programmes provided by	<ul style="list-style-type: none"> RTCs have not been able to expand significantly access 	<ul style="list-style-type: none"> Pilot interventions with a focus on quality improvements in

²⁴ DFAT-funded TVET Country Financing Assessment for Solomon Islands identified 1,062 students in TVET courses at SINU and 2,391 in VRTC's (SIEMIS data 2012). This total of 3,453 is similar to the 2006 Study for a National Skills Training Plan which identified a national vocational training capacity of 2,000 – 3,000 places. This is inadequate given that every year 10,000 Solomon Islands youth join the labour force and 4% of the population have a post-secondary qualification.

Programme Area	2015 Baseline	Targets for 2020
<p>some Rural Training Centres (RTCs) are substantially improved primarily to offer more comprehensive and attractive pathways to further study and employment opportunities</p>	<p>and to improve the quality during the last ESF 2007-2015</p>	<p>delivery of high priority courses aligned to provincial economic development priorities in 4 RTCs by 2017 possible expansion to others by 2019 subject to DFAT approval</p> <ul style="list-style-type: none"> • Support for SIAVRTC to implement strengthening initiatives across RTC's who seek registration under SISQA.
<p>Objective D.3 Governance: A new institutional and governance system (SISQA) is operative and capable of delivering quality and relevant technical and university education and developing sound partnerships with the private sector and the other labour market stakeholders</p>	<ul style="list-style-type: none"> • The current system is based on ambiguous legislation, regulations, policies and procedures, and shows lack of coherence and integration of all agencies intervening in the tertiary skills development sector 	<ul style="list-style-type: none"> • A costed business plan to guide the establishment of the SISQA and NQF is developed, fully financed and implemented by 2018
<p>Outcome D.3.1 A National Qualifications Framework system (policies and procedures) is established and managed by SISQA</p>	<ul style="list-style-type: none"> • A National Qualifications Framework system is not being used in Solomon Islands 	<ul style="list-style-type: none"> • The NQF is used to define multiple pathways, offering opportunities for students to acquire skills and qualifications at training colleges, universities and to move between them by 2020 • The NQF is developed based on regional and international best practice and provides harmonised benchmarks with selected regional standards by 2018
<p>Goal E. Cross-cutting: Core education functions and practices are substantially strengthened to improve the efficiency and effectiveness of the delivery of education</p>		
<p>Objective E.1 Management Of The Curriculum Cycle: MEHRD develops more efficient and effective ways to design, deliver main curricular reforms and to monitor their implementation</p>	<ul style="list-style-type: none"> • Design is inefficient and takes on average over 6 years to develop new curricula • Curriculum implementation and monitoring is weak, with undefined roles for the inspectorate and education authorities 	<ul style="list-style-type: none"> • New institutional solutions introduce new ways of operating by outsourcing parts of the process and by strengthening the capacity of those that remain under control of MEHRD
<p>Outcome E1.1: Management of the curriculum cycle is substantially improved to accelerate the successful introduction of education quality improvement reforms</p>	<ul style="list-style-type: none"> • Despite of good initial progress, MEHRD has not managed to develop a capacity for curriculum design that can cope with the demands of the education system with reasonable costs and delivery times • The capacity to support curriculum implementation and monitoring is also a systemic weakness, which demands the review, among others, the roles and capacity of the inspectorate and education authorities 	<ul style="list-style-type: none"> • The capacity for curriculum design is outsourced by 2016 to improve lead times and quality assurance • The process of curriculum implementation and monitoring is re-designed and establishes clear and complementary roles for MEHRD's new Directorates, the Inspectorate and EAs by 2018 • The capacity of EAs and the inspectorate is strengthened to allow their efficient participation in key parts of the quality assurance process regarding curriculum implementation

Programme Area	2015 Baseline	Targets for 2020
		and monitoring by 2020
<p>Objective E.2: In-Service Training <i>The quality and efficiency of the In-service training and professional development system is substantially improved to be capable of producing measureable results at the classroom level, is expanded to address a greater range of teacher professional development needs and is delivered within improved timeframes</i></p>	<ul style="list-style-type: none"> The quality and efficiency of the In-service training system has been a recurring issue in many NEAPS. Existing programmes are not designed to provide more flexible, modular and qualifications-based training conceived to produce measureable results 	<ul style="list-style-type: none"> A costed national plan to deliver curriculum-related IS training for all teachers is developed in conjunction with all providers²⁵, by 2017 and implemented from 2018 onwards MEHRD has a system in place to analyse the quality of delivery of external pre-service and in-service training providers
<p>Outcome E.2.1 MEHRD develops more efficient and effective ways for upgrading the technical capacity of teachers to deliver improved curricular contents</p>	<ul style="list-style-type: none"> The current system does not have the capacity to deliver (by 2030)s the volume of in-service re-training that would be required by the introduction of the projected curricular reforms programmed for Prep, PE, JSE and SSE 	<ul style="list-style-type: none"> The outsourced model currently tested with USP/IOE is evaluated, perfected and extended as a means to provide curriculum-related IS-Training by 2018 and reaches at least 15% of teachers by 2020 A National Teacher Qualifications Framework (NTQF) is designed to provide coherence and a reference to validate competences and qualifications provided by In-Service and Pre-Service training by 2020
<p>Objective E.3 Teaching Materials: <i>MEHRD develops more efficient and effective ways to procure and distribute books and other teaching materials to all province</i></p>	<ul style="list-style-type: none"> The textbook distribution system in Solomon Islands does not function optimally, leading to delays, over expenditure and misuse of textbooks. The overall textbook provision system is also quite expensive, mainly due to the high unit cost of books produced by non-competitive processes 	<ul style="list-style-type: none"> A demand based system introduces stock taking practices at school level and real demand analyses are used to justify supply decisions MEHRD delegation of responsibility for EA school distributions to EA's under MOU's and grants Annual textbook delivery costs to MEHRD reduced from \$8m in 2014 to \$1m in 2016 and improved onwards
<p>Outcome E.3.1 Development and implementation of an efficient and harmonised system of education resource procurement, warehouse management, and distribution of education resources to schools</p>	<ul style="list-style-type: none"> System is not demand based, inefficient and ineffective. Many schools are not correctly serviced Distribution dates are very erratic: between February and August. Sometimes one year is skipped, and schools don't get any textbook distribution for two years 	<ul style="list-style-type: none"> Consolidate and extend current practices for new book printing and distribution and strengthen EA participation Stock taking practices at school level and real demand analyses are used to justify all supply decisions by 2017 Consolidate the capacity development of the new Curriculum Materials Unit to be able to manage these processes independently from TA support by 2019
<p>Goal F. Management: <i>Ensure that core management capacities are strengthened -at MEHRD, Provincial and School levels- to provide the capacity to manage the strategic</i></p>		

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Programme Area	2015 Baseline	Targets for 2020
<i>and administrative processes necessary to achieve the outcomes of the NEAP 2016-2020</i>		
<p>Objective F.1 School Management: School management's capacity is substantially developed to meet agreed performance standards and targets designed to improve school management to deliver NEAP education outcomes</p>	<ul style="list-style-type: none"> School management overall is not working well. High turnover of principals (up to 50% in some provinces) mainly due to the school community demanding a replacement 	<ul style="list-style-type: none"> Joint assessment of School management (MEHRD/EAs) shows that at least 70% of schools satisfactorily apply the new management standards
<p>Outcome F.1.1 MEHRD and EAs develop agreed and understood school management performance standards and support the development of school management's capacity to meet these standards</p>	<ul style="list-style-type: none"> School management is currently not monitored using measureable performance standards and targets 	<ul style="list-style-type: none"> New School Management Performance Standards are designed and applied by 2017 Individual mentoring support to school managers to implement the standards provided in 10 provinces
<p>Outcome F.1.2 School management fully implement the new performance standards for teacher management systems and procedures</p>	<ul style="list-style-type: none"> A widespread over-staffing and under-staffing relative to Teacher Staffing Formulas, estimated to be on average + 100% at primary and secondary levels: Teacher absenteeism estimated to be over 20% Less than XXX % of teachers are appraised according the legal requirements 	<ul style="list-style-type: none"> 80% of schools that fully apply revised Teacher Staffing Formulas Teacher absenteeism reduced to less than 7 % Teacher attendance reporting is mandatory and applied in 75% of schools More than 15 EAs have 50% of schools with appraisals completed, and 50% of completed appraisals meet compliance requirements
<p>Outcome F.1.3 School management fully implements the new standards for school financing and asset management increases resources available for teaching and learning</p>	<ul style="list-style-type: none"> Lack of monitoring by MEHRD or EAs of overall school financial management does not allow estimate sufficiency of current funding allocations Whole School Development Plans are not being used to guide budget or school grant allocations 	<ul style="list-style-type: none"> Reporting on total school financing (grants, fees, provincial government contributions, donations and other sources) is mandatory by 2018 and available for 75% of schools 75% of schools are annually audited by 2020 Quality Whole School Development Plans are produced in 50% of schools and used to define annual budgets by 2020
<p>Outcome F.1.4 School management fully implement the new performance standards regarding improved community monitoring of school management performance, focused on the establishment of fully functional School Boards (SBs)</p>	<ul style="list-style-type: none"> Schools boards are not functioning for most of Schools (no official baselines are available) 	<ul style="list-style-type: none"> At least 60% of School Boards are fully functional
<p>Outcome F.1.5 School management implement the new performance standards regarding the improvement of access and completion to education and the quality of teaching and learning</p>	<ul style="list-style-type: none"> Implementation of new curricula and other teaching improvement reforms is arbitrary and not monitored Role of community in support for their school is not clear 	<ul style="list-style-type: none"> 75% of schools that successfully apply new literacy and numeracy methodologies and practices 45% of schools have costed plans to achieve the main access outcomes defined in NEAP Programmes 10% of teachers are applying new curricular contents

Programme Area	2015 Baseline	Targets for 2020
		available
<p>Objective F.2 Education Authority Management: Education Authorities (EAs) management's capacity is substantially developed to meet agreed and understood management performance standards and targets designed to improve school management to deliver NEAP education outcomes</p>	<ul style="list-style-type: none"> • Education Authority low capacity and service delivery is not allowing them to perform their duties • Their roles and responsibilities are not clear in several areas and overlap with other MEHRD functions • It is not clear that Education Authorities are appropriately funded to undertake their duties 	<ul style="list-style-type: none"> • Joint assessment of EA management (MEHRD/EAs) shows that at least 75% of EAs satisfactorily apply the new management standards by 2020 • Education Authority funding is sufficient for them to meet their performance standards
<p>Outcome F.2.1 MEHRD and EAs develop agreed and understood EA management performance standards and support the development of EA management's capacity</p>	<ul style="list-style-type: none"> • EA management is not monitored using measureable management performance standards and targets 	<ul style="list-style-type: none"> • New EA Management Performance Standards are designed and applied by 2017 • Individual coaching support provided to 10 EA managers to implement the standards provided from 2017 onwards • 90% of EAs that are jointly evaluated on an annual basis
<p>Outcome F.2.2 A coordinated approach by key stakeholders results in the efficient and effective use of the education resources available to the province</p>	<ul style="list-style-type: none"> • There is inadequate coordination at the provincial level to achieve national education goals • There are duplications and contradiction of the initiatives financed by MEHRD and the Provinces, and wastage of resources 	<ul style="list-style-type: none"> • At least 15 Provincial Education Boards are established with clear terms of reference and are operating effectively by 2020 • At least 10 PEAPs produced according to standards • 15 Education Authorities AWP and reporting are aligned to MEHRD and provincial government plans by 2020
<p>Outcome F.2.3 MEHRD and Education Authorities provide capacity development support to schools and implement new monitoring systems to ensure compliance of School Performance Standards</p>	<ul style="list-style-type: none"> • School management is not working well. EAs are often not taking direct responsibility for this and they provide limited support to school management 	<ul style="list-style-type: none"> • Joint assessment of School management (MEHRD/EAs) shows that at least 50% of schools satisfactorily apply the new management standards
<p>Outcome F.2.4 EAs fully implement the new standards regarding financing and asset management reforms so there are increased resources available for teaching and learning</p>	<ul style="list-style-type: none"> • Implementation of the EA Grants Policy (2008) that allocates financial support to EAs and requires a Provincial Education Action Plan (PEAP) and annual work plans for the province and each EA is weak • The setting of EA Grants is not linked to realistic operational costs or planned activities by EAs 	<ul style="list-style-type: none"> • 90% EAs are audited annually to determine the sources of revenue, what activities funds were spent on, what these activities aimed to achieve and whether funds were spent efficiently by 2020 • 95% of EAs satisfactorily meet financial standards by 2020 • 90% of EAs of EAs satisfactory comply with updated, reliable and timely data requirements for SIEMIS • 95% of Schools receive all teaching materials sent by MEHRD to the EAs
<p>Outcome F.2.5 Education Authorities fully implement the new standards regarding management of the teaching workforce in</p>	<ul style="list-style-type: none"> • Many functions are not managed well: teacher 	<ul style="list-style-type: none"> • In all EAs, Less than 10% of schools have a more than 10%

Programme Area	2015 Baseline	Targets for 2020
compliance with Teaching Services Handbook (TSHB) requirements so that all schools are staffed with the right number of qualified teachers	recruitment processes, principal induction, practical support at the school level by EAs and performance appraisal are required (Data from Gladys survey)	<p>staffing difference compare to standards</p> <ul style="list-style-type: none"> In each EA, an average of 95% of teachers receive correct salary each fortnight EAs are provided support options, so that they can efficiently manage disciplinary action in a consistent and timely manners
Outcome F.2.6 Education Authorities fully implement of the new standards to expand student access and completion of education and to improve teaching and learning in all educational areas	<ul style="list-style-type: none"> There is no analysis and forecasts at the provincial level to project the expansion of access requirements for all educational areas 	<ul style="list-style-type: none"> 80% EA develops a plan to find affordable solutions to expand access in the province –including an infrastructure development plan- that is continually updated by 2020 and 45% of EAs implement these plans At least 30 schools implemented pilot coordinated interventions to reduce ESL At least 15 EAs fully implement new roles for curriculum implementation and monitoring
Objective F 3 MEHRD Management: To strengthen MEHRD core capacity at the institutional, organisational and individual levels	<ul style="list-style-type: none"> Only 10% of the outputs of the previous NEAP were fully achieved and for 46% no progress was made 	<ul style="list-style-type: none"> Achievement of the NEAP Educational Outcomes is of at least 50%, and 75% of Management Outcomes
Outcome F.3.1 Full utilisation of the potential generated by MEHRD's new organisational structure to implement the NEAP and appointment of essential management and technical positions	<ul style="list-style-type: none"> A new organisational structure has been approved but many key areas (USEAS: EAC&I, EAP&E; USCS: HR Dept., IS/SIEMIS, Inspectorate and the Audit Unit) are not adequately staffed to fulfil their roles 	<ul style="list-style-type: none"> Appointment of all key management and technical positions and fully strengthening their capacity to perform their NEAP implementation roles by 2017 MEHRD managers are appraised based on progress towards achieving the NEAP outcomes and activities they have responsible for
Outcome F.3.2 The teacher management system is substantially improved and ensures hiring and provision of sufficient numbers of motivated and qualified teachers in all disciplines and geographic areas	<ul style="list-style-type: none"> The current system cannot ensure the adequate supply of sufficient quantities of motivated teachers, that have the necessary skills or qualifications to teach and that are well deployed in all geographic areas 	<ul style="list-style-type: none"> New systems for manpower planning, recruitment and deployment based on quality and timely data and effective MIS approved and implemented by 2017 Reviewed Teacher Service Handbooks and SOPs establish new management practices and establish clear SOPs for underperforming teachers and school managers approved by 2017 and implemented from 2018 onwards New Teacher Policy approved by Cabinet by 2018. All hiring is guided by the revised policy
Outcome F.3.3 Redesigned school grants management systems	<ul style="list-style-type: none"> The school grants administrative system is complex full 	<ul style="list-style-type: none"> New system approved and implemented in 95% of schools

Programme Area	2015 Baseline	Targets for 2020
increase resources available for teaching and learning	of unnecessary bureaucratic obstacles for the final user and grants use is not effectively evaluated	by 2020 <ul style="list-style-type: none"> • 95% of schools apply SG procurement procedures • Accuracy of SIEMIS improved to 95%
Outcome F.3.4 The asset management system is upgraded to fully addresses education enrolment needs at national and provincial levels and provide the most cost-effective solutions for each case	<ul style="list-style-type: none"> • The school asset management system is not effective and needs substantial improvements at MEHRD, EA and School levels 	<ul style="list-style-type: none"> • At least 7 of provinces have provincial infrastructure development plans • The education asset management system ensures proper service conditions and optimal life of existing infrastructure implemented in 50% of schools
Outcome F.3.5 Strengthened integration of planning and financial functions and substantial development of their individual management capacity	<ul style="list-style-type: none"> • A new organisational structure has been approved but the key functions in this area were not implemented 	<ul style="list-style-type: none"> • A new institutional solution (an Under Secretariat for Strategic Services or a Director for the Strategic Support Unit) is fully implemented to provide active leadership to develop the capacity in this area by 2018 • The capacity of the Finance Department is substantially developed to introduce strategic finance modelling practices and medium term approaches for costing and budgeting • Medium term financial cost projections (development and operational costs) are used to forecast key NEAP priorities and are used to program future budget and development partner support by 2018 including how EAs and schools should be funded
Outcome F.3.6 A major improvement of utilisation of ICT for management purposes and the development of robust and reliable MIS to support education management	<ul style="list-style-type: none"> • Low technical leadership capacity of MEHRD in this area is not ensuring MEHRD's best interests in the developments that are approved; there is no overall coherence and services are suboptimal • Different MIS proliferate but their design is incompatible with each other and they do not usually address the need to create administrative systems and procedures that ensure timely and reliable availability of data to feed them 	<ul style="list-style-type: none"> • A strategy for ICT and a costed development plan defines capacity development targets for key application areas approved by 2017 and fully implemented by 2020 • An Electronic Registrar that compiles verified information about all individual students in the system -by school and by class- that individualises students by their National ID Number, is developed and fully implemented by 2019 • Management knowledge-sharing systems and other basic client and intranet services are fully developed and accessible with MEHRD and to EAs by 2018
Outcome F.3.6 Other core management functions and practices are substantially strengthened at the institutional,	<ul style="list-style-type: none"> • Many of the core management functions of MEHRD are not functioning well 	<ul style="list-style-type: none"> • General administrative systems, Standard Operating Procedures (SOPs) are greatly improved by 2017

Programme Area	2015 Baseline	Targets for 2020
organisational and individual levels	<ul style="list-style-type: none"> MEHRD does not have the capacity to run some key functions without the external support of technical assistants 	<ul style="list-style-type: none"> The quality of management communications and reporting and other office management practices is substantially improved by 2018 Consolidate the capacity development of the Financial Administration, Procurement and Logistics functions to be able to manage these processes independently from TA support by 2020

Annex 2: Performance Standards for EAs and Schools

Initial Components for the School Performance Standards, Targets and Key Performance Indicators that Emerged from the NEAP Implementation Framework matrixes

Type of Standards	NEAP Outputs that should be reflected in the new standards	Targets and KPI defined in the NEAP
Subset of performance standards for teacher management systems and procedures	Management of teacher supply and demand and teacher appointments	80% of schools that fully apply staffing formulas
	Quality of teacher assessment performed by principals	More than 15 EAs have 50% of schools with appraisals completed, and 50% of completed appraisals meet compliance requirements
	School calendars and timetables are respected and enforced	Over 80% of schools respect calendars and timetables
	Teacher absenteeism is reduced by applying stronger controls and supervision	Absenteeism reduced to less than 7%
	Reporting on student and teacher attendance is mandatory and is systems introduced to report this	Teacher Attendance monthly reports by province/schools observed by 75% of schools
Subset of performance standards for school financing and asset management	Schools report on total school financing (grants, fees, provincial government contributions, donations and other sources) and schools are audited	Annual reports on total school financing available for at least 75% of schools
	Schools have up-to-date Whole School Development Plans (WSDPs and annual budgets are based on the plan	All schools produce Whole Scholl Development Plans At least 50% of Whole School Plans are approved by the EAs
	WSDPs include maintenance plans that show coherence between finance provided through School Grants other available sources (MEHRD, provincial)	Maintenance plans and costs provided in 75% of WSDPs
	School reporting fully complies with quality and time data requirements from SIEMIS and any other MIS designed by MEHRD (assets, infrastructure)	90% of all schools fully comply with time/quality data requirements
	Teachers are correctly resourced (materials, living facilities, etc.) to professionally perform their duties	All teachers are provided housing to minimum standards or provided housing allowance to MPS prescribed value All schools provided with teaching and learning and curriculum related materials developed by MEHRD
Subset of performance standards for improved community monitoring of school management performance	Establishment of fully functional School Boards (SBs)	60% of Schools with fully functional School boards
	MEHRD and EAs review the SB Training Manual based on new Guidelines and a prepares a funded plan for SB training	SB Training Manual approved 100% of School Boards receive initial training
Subset of performance standards for the improvement of access and completion to education and the quality of teaching and learning	Implementation of the reforms of preparatory grade (5-year-old)	All school staffing formulas and teacher retraining needs are revised
	Improved application by teachers of the new curricular practices (ECCE, BE, SSE)	In-house support to implement on new materials and teaching practices (measured by EAs or inspectorate)
	Support the introduction of vernacular languages in prep and primary	School reports on the need/use of vernacular language in their prep /primary classes
	Support the expansion and licencing of ECCE Centres	Support survey (quantity and quality) of ECCE Centres in the school area
	Support provincial diagnose of the size and main causes of exclusion for all	50% of quality responses to the requests received by these surveys

Type of Standards	NEAP Outputs that should be reflected in the new standards	Targets and KPI defined in the NEAP
	priority target groups and to map and monitor exclusion	
	Support prevention of Early School Leaving working with communities	At least 1/3 of schools implement pilot coordinated interventions to reduce ESL
	Support implementation of the literacy and numeracy plan in their schools	75% of schools that successfully apply new literacy and numeracy methodologies
	Provide information to support the design of access plans (ECCE, PE, SE)	100% of schools report on Idle capacity and other requests made by the planning team

Initial Components for the EA Performance Standards, Targets and Key Performance Indicators that Emerged from the NEAP Implementation Framework matrixes

Type of Standards	Output Needed	Targets and KPI
1. General Management Standards	Qualified and reliable EA leaders	75% of EAs that completed the recruitment process of leaders
	Organisational restructuring and capacity development plans	All EAs have approved capacity development plans
	Joint evaluation of Education Authorities performance by MEHRD and Provincial Government	95% of EAs that are jointly evaluated on an annual basis?
2. A coordinated approach by key stakeholders results in the efficient and effective use of the education resources available	Provincial Education Boards are established with clear terms of reference	At least 15 Provincial Education Boards are fully functional and received capacity development support
	PEAPs are developed that have adequate resources for implementation following consultation with Provincial Governments and church leaders	At least 10 PEAPs produced according to standards Available funding as % of plans estimates
3. Capacity development support to the school management strengthening process	EAs have systems in place used to monitor and evaluate school performance and student achievement and provide reports to the schools and MEHRD	75% of Schools are Monitored 50% of joint evaluation of school performance are carried out
	EAs support school principals to be effective educational leaders and man	At least 15 EAs provide quality support to school principals
	EAs monitor and enforce the use of the improved Standard Operating Procedures (SOP) for teacher management	SOPs applied and monitored by 75% of schools
	Quality induction and support provided to school managers to apply the new school grants and asset management systems and to directly purchase materials using standard procurement systems	100% of school managers trained 75% of Schools correctly use the new system
	Quality training and support is provided to schools to develop and implement Whole School Development Plans	100% of School Managers that received training
	EAs effectively monitor and evaluate how schools spend their funds and ensure it is prioritised to improve school performance and student achievement	75% of Schools are Monitored/ Performance reports produced
	EAs provide adequate support to all schools to establish fully functional school boards	50 % of School Boards receive on-going capacity development support and are informed of the new Education Act
4. EAs fully implement the new standards regarding financing and asset management reforms so there are increased resources available for teaching and learning	Good implementation of the new school grants management process	New system correctly implemented in 95% of schools
	Good implementation of the new asset management process	New system correctly implemented in 850 schools
	Quality training and support is provided for creation and implementation of whole school development plans	All schools produce Whole School Development Plans At least 50% of Whole School Plans are approved by the EAs

Type of Standards	Output Needed	Targets and KPI
	EAs perform their roles to implement the new teaching materials distribution system	Annual textbook delivery costs to MEHRD reduced from \$8m in 2014 to \$1m in 2016 and improved onwards Delivery reaches 95% of schools
	Reporting on total school financing (grants, fees, provincial government contributions, donations and other sources) is mandatory and schools are audited	Annual reports on total school financing available for at least 75% of schools
	EAs are audited annually to determine the sources of revenue, what activities funds were spent on, what these activities aimed to achieve and whether funds were spent efficiently	90% of EAs are financially audited on an annual basis
5. Full implementation of the new teacher management systems and procedures	The improved Standard Operating Procedures (SOP) for teacher management are used and enforced by all EAs	SOPs applied and monitored by at least 15 EAs
	Teachers are equitably allocated to schools within the overall Teacher Establishment allocated to the EA	In all EAs, Less than 10% of schools have a more than 10% staffing difference compare to standards
	Appraisals, procedures for posting of teachers and other administration are accurate and on time so that teachers receive their correct salary on time	In each EA, an average of 95% of teachers receive correct salary each fortnight,
	EAs efficiently manage disciplinary action in a consistent and timely manners	75% of EAs comply with recommendations from the General Audit
6. Management of the education process to Improve access and retention and the quality of teaching and learning	Every EA develops a plan to find affordable solutions to expand access in the province –including an infrastructure development plan ²⁶ - that is continually updated	80% of EAs with approved plans 45% of EAs implement plans
	EAs implements the expansion of the infrastructure capacity of Senior Secondary Schools to absorb all graduates from JS	Expansion plan implemented from 2018 onwards in all EAs
	Every EA ensure the participation of the teacher force in the in-service training to support the introduction of the new curricula	At least 20% of the teacher force participated in the in-service training provided
	EAs support the assessment of ESL and implementation of pilot prevention activities designed to reduce ESL for individual groups at risk	At least 3 schools x EA implemented pilot coordinated interventions to reduce ESL
	EAs fully implement their roles to strengthen the curriculum implementation and monitoring processes	X At least 15 EAs fully implement new roles for curriculum implementation and monitoring % EAs have pilot programs to prevent ESL
	General support to the introduction of new curricula (ECCE / PE/JSE/ SS)	% Schools implement on new materials and teaching practices
	Support implementation of the literacy and numeracy plan in their schools	% of schools that successfully apply new literacy and numeracy methodologies
	Provide information to support the design of access plans (ECCE, PE, SE)	100% of EAs report on Idle capacity and other requests made by the planning team

²⁶ These plans should also cover the disaster and climate resilient infrastructure needs of the province

Annex 3: Baseline Statistical Data

Early Childhood Education and Care

Age	Population			Enrolment			Participation Rate			GPI
	Male	Female	Total	Male	Female	Total	Male	Female	Total	
3 years old	8,840	8,528	17,368	2,340	2,320	4,660	26%	27%	27%	1.03
4 years old	8,680	8,383	17,063	2,952	2,908	5,860	34%	35%	34%	1.02
Total 3-4 years old	17,520	16,911	34,431	5,292	5,228	10,520	30%	31%	31%	1.02
5 years old in ECE				3,352	3,222	6,574	39%	39%	39%	0.99
5 years old in Prep				2,022	1,894	3,916	24%	23%	23%	0.97
5 years old in Std. 1				30	23	53				
Total 5 years old	8,523	8,238	16,761	5,404	5,139	10,543	62%	63%	63%	0.98
Total 3-5 years old										

Primary Education (Standard 1-6)

Age	Population			Enrolment		
	Male	Female	Total	Male	Female	Total
Official Age (6-12)				50,703	47,491	98,194
Underage				2,052	1,917	3,969
Overage (>13)				12,431	11,028	23,459
Total	57,922	55,506	113,428	65,186	60,436	125,622
Gross Enrolment Rate				112.54%	108.88%	110.75%
Net Enrolment Rate				87.54%	85.56%	86.57%

Junior Secondary Education (Form 1-3)

Age	Population			Enrolment		
	Male	Female	Total	Male	Female	Total
Official Age (13-15)				8,117	8,373	16,490
Underage (<13)				420	432	852
Overage (>16)				7,480	6,413	13,893
Total	22,287	21,167	43,454	16,017	15,218	31,235
Gross Enrolment Rate				71.87%	71.89%	71.88%
Net Enrolment Rate				36.42%	39.56%	37.95%

Senior Secondary Education (Form 4-7)

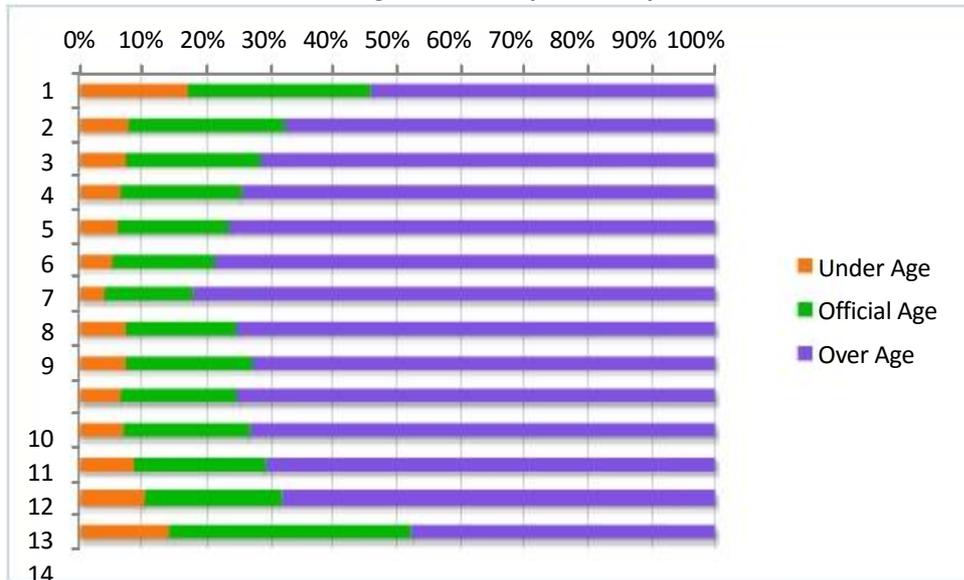
Age	Population			Enrolment		
	Male	Female	Total	Male	Female	Total
Official Age (16-19)				7,295	6,715	14,010
Underage (<16)				256	234	490
Overage (>19)				1,716	965	2,681
Total	27,089	25,611	52,700	9,267	7,914	17,181
Gross Enrolment Rate				34.21%	30.90%	32.60%
Net Enrolment Rate				26.93%	26.22%	26.58%

Addressing the Issue of Overage Students in Education

The table below shows the proportion of overage students currently enrolled by grade in Primary (Grades 1-6), Junior Secondary (Grades 7-10) and in Senior Secondary (Grades 11-14) education. This table considers over and under-aged students who are enrolled don't have the official age for that grade. This data suggests is different to the one shown above (that showed the proportion of enrolled students that are over the limits of the official age for PE or JS regardless of which grade they are enrolled in). Analysed this way, the data suggests that the number of students that are

over-aged is a serious issue that must be addressed at the policy level. One of the things that seems to be happening is that the overage students are the ones that drop out in Junior and Senior Secondary, something reasonable if the cohorts have students with ages that are over 15 years old in Junior Secondary and over 19 in Senior Secondary

Table: SIEMIS Estimates of Overage Student Population by Grade



However, these figures should be considered as indicative only as they are based on current SIEMIS data that is still highly unreliable. The SIEMIS cohort size presented in Assessment latest Performance Assessment Report 2010-2014 is shown below.

Table: SIEMIS Estimates of Cohort Size by ages for all Education Grades

Enrolment	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	Total	
3	4750																					4750
4	5761																					5761
5	6298	3747	28	1																		10074
6	4450	6956	1561	20	2																	12989
7	1813	6867	4845	1252	46																	14823
8	638	3928	6558	3915	1251	33	1															16324
9	214	1522	4765	5597	3308	876	26	1														16309
10	68	231	2331	4822	5057	2922	728	27														16186
11		48	306	2701	4283	4174	2341	489														14342
12		17	90	607	3155	4391	4043	1836	878	20												15037
13		1	8	140	702	3166	4446	3634	2210	759	3											15069
14			3	19	167	734	2992	4044	3323	2030	549	17										13878
15			1	19	138	632	2178	2933	3024	1779	409	11										11124
16				1	6	28	97	336	1600	2595	2658	1391	351	8								9071
17			1	1	1	18	62	323	1308	2274	2174	1195	288									7644
18						7	12	75	321	1359	1788	1918	733	94								6307
19									32	90	252	925	1603	1112	207							4221
20									9	26	110	117	821	1000	295							2378
21													1	1	22	20						44
22																1	8					9
Total	23992	23317	20497	19075	17997	16462	15331	12619	11383	10173	8984	6822	5900	3164	624							196340

According to this information, enrolment in Preparatory Grade (Grade 0 for 5 years old) includes children and adolescents aged 10, 11, 12 and 13 years old (297 out of 23,317 or 1.3% of the total). This is almost impossible even for physical reasons as the Prep chairs and tables are not designed for preadolescents and adolescents. It is also highly unlikely that there are so many 8-10 years old enrolled in Prep (5,450 out of 23,317 or 24% of the total). What this information is more likely describing is that: (i) schools make many fundamental errors when filling the SIEMIS Census sheets, and (ii) these data sheets are never verified either by EAs or by MEHRD.

Estimating Passage Restrictions for key Education Areas

The poor quality of SIEMIS data forced the use of indirect measurements to estimate passage restrictions from Primary to Junior Secondary and from JS to Senior Secondary Education. The following is a comparison of student demand for places (emerging from the National Exam The following is an estimative comparison of student demand for places (emerging from the National Exam results) with the lists for available supply of school positions to match them and the final placement of students by education area.

Student Passage From Primary Education to Junior Secondary Std. 6 to Form 1 (or Gr. 6-Gr. 7)						
		Total	Boys	Girls	% Boys	% Girls
1	Number of Students who sat for the Gr.6 Exam	10,509	5,340	5,169	50.81%	49.19%
2	Available School Placement Numbers (ATLAS)	11,437	9,124	2,313	79.78%	20.22%
3	No of Students Finally Placed in Gr.7	10,329	5,249	5,080	50.82%	49.18%
Student Passage From Junior Secondary to Senior Secondary Form 3 to Form 4 (or Gr.9 to Gr.10)						
		Total	Boys	Girls	% Boys	% Girls
4	Students who sat for the Gr.9 Exam	6,964	3,661	3,303	52.57%	47.43%
5	Available School Placement Numbers (ATLAS)	5,947	3,318	2,629	55.79%	44.21%
6	No of Students Finally Placed in Gr.10	5,613	2,988	2,625	53.23%	46.77%
7	Estimated restriction due to capacity limitations	1,017	343	674	38.73%	66.27%
Other Relevant Data To Estimate Early School Leaving						
		Total	Boys	Girls	% Boys	% Girls
8	Students who sit for the Gr.11 Exam	4,944	2,712	2,232	54.85%	45.15%
9	Students who sit for the Gr.12 Exam	2,698	1,562	1,136	57.89%	42.11%
10	Students Lost by cohort since enrolling in Gr.7	7,631	3,687	3,944	48.32%	51.68%
11	As a % of the original enrolment in Gr.7	73.88%	70.24%	77.64%	-	-

- **Line 2:** it is not clear why the school's proposed supply of places is so disproportionate for girls than boys (20% to 80%)
- **Line 2:** It is very significant that the total number of supplied places (11,437), exceeds the total demand for places (10,509)
- **Line 3:** the final distribution of boys and girls follows a similar pattern to the one of the applicants, however, it is unclear to what extent due to lack of boarding facilities, girls with high scores, end up going to Community High Schools
- **Line 4:** the difference between the number of students placed in Gr.7 (10,329) and the number of applicants for the Gr.9 exam (6,964) shows a reduction of the cohort size of 3,365 students or 30%. This could be interpreted that ESL in Junior Secretary is a key issue
- **Line 4:** From the 3,365 students that drop out 1,588 are boys and 1,777 girls (47% and 53% respectively) This drop out is biased against girls as it changes the original distribution of 50.82% boys to 49.18% to girls from the original cohort
- **Line 5:** the total number of places available to access Senior Secondary (5,947) is substantially lower than the number of students sitting for the exam (6,964). The final number of students placed in Gr.10 (5,613) appears to confirm that the number of places available is conditioning the final number of students placed. This is quite different to the passage from Gr.6 to Gr.7
- **Line 7:** The difference between the number of students who sit for the exam (6,964) and the available space (5,947) is showing an apparent restriction of 1,017 students, of which 343 are boys and 674 girls.

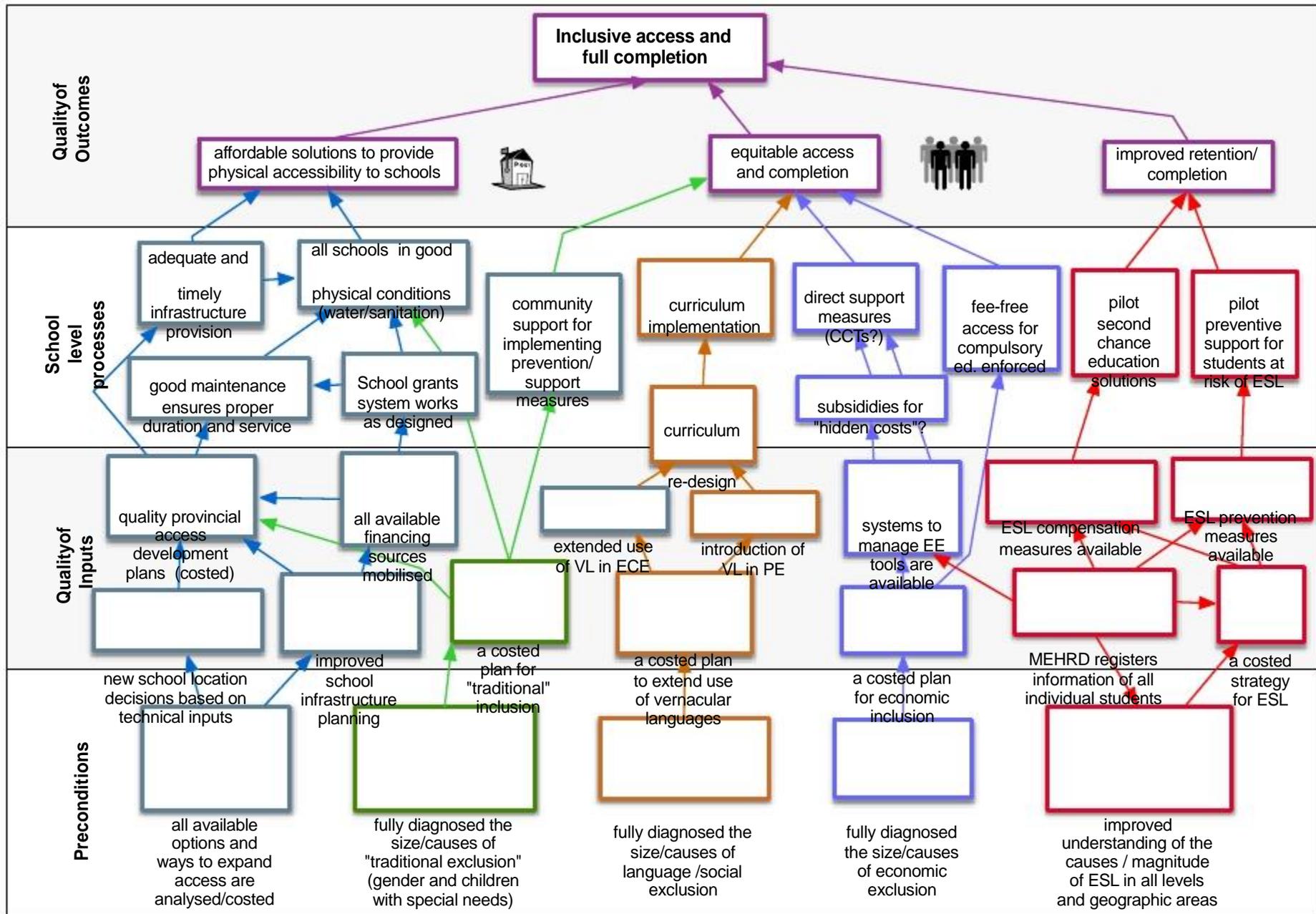
Annex 4: Proposed Approach to Measure Quality and Available Baselines

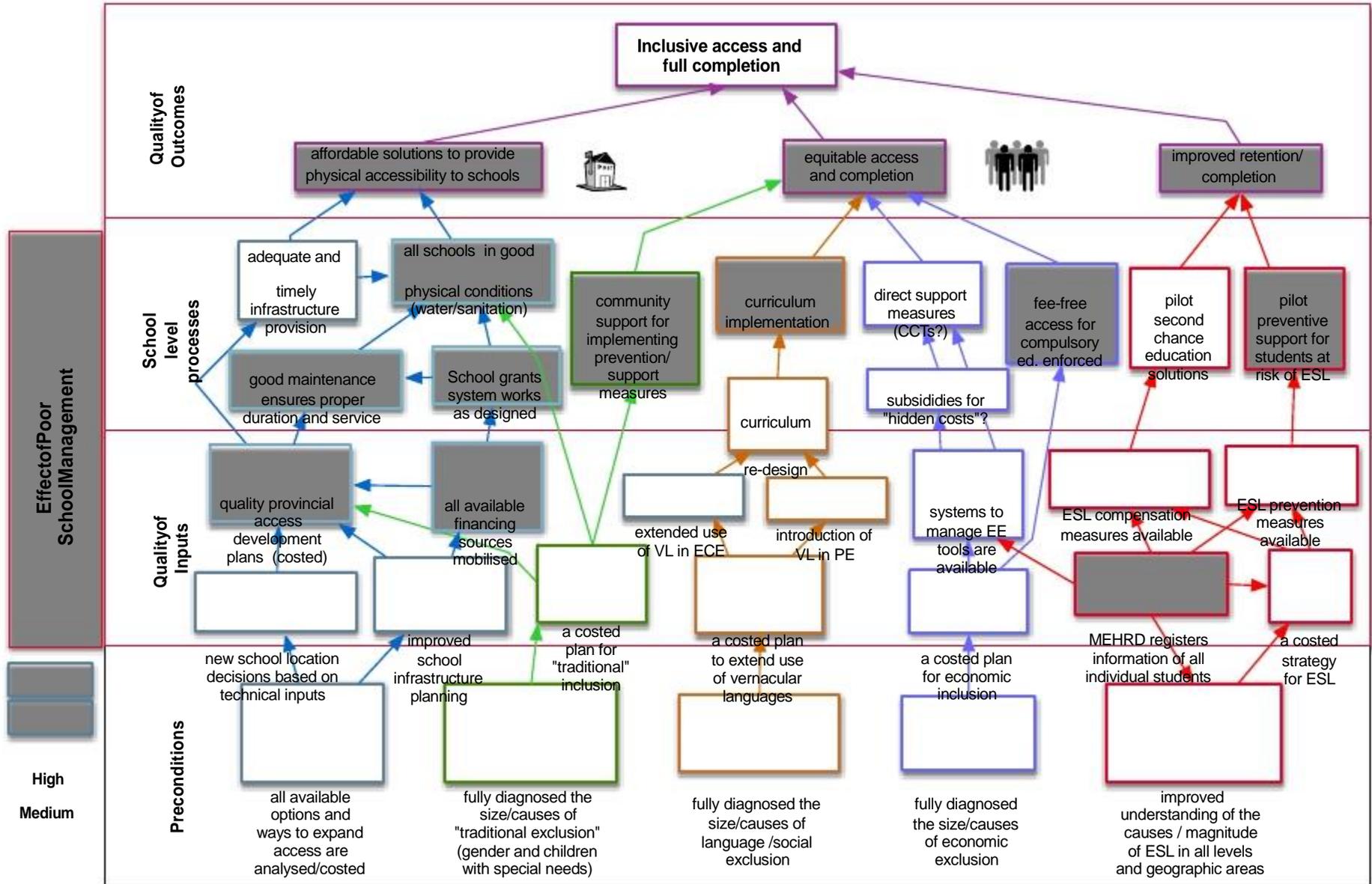
Education Sub-Sector	Measured Variables	Level	Measurement Method	Previous measures	Historic Baseline	New Baseline	NEAP Target 2020
ECE	Early Years Literacy	PPY	PEARL (Pacific Early Age Readiness and Learning) OR and Early Grade Learning Assessment (EGLA)	2017	Not available	Baseline to be set in 2017 for literacy, Numeracy and school readiness	By 2020; 10% of 5 year olds in ECCE are meeting minimum curriculum standards and are ready for formal school.
	School Readiness	PPY	PEARL (Pacific Early Age Readiness and Learning)	2017	Not available		
Primary	Literacy achievement levels (especially in reading comprehension and language)	Year 4 and 6	SISTA, Classroom observation diagnostic assessment tools, and inspection reports.	2015, every 2 years, next is in 2017 and 2019	In 2013; 66.4% of pupils are achieving at and above expected curriculum standards in English Literacy at the end of Year 4. 62.4 % of pupils are achieving at and above expected curriculum standards in English Literacy at the end of Year 6	In 2015: 75.6 % of pupils are achieving at and above expected curriculum standards in English Literacy at the end of Year4 61.5 % of pupils are achieving at and above expected curriculum standards in English Literacy at the end of Year 6 Increased % of schools, which have increased resources for teaching and learning, including classroom assessment tools and are using them in daily lessons. Increased % of schools have allocated 30-50% of their teaching and learning time to teaching of reading and writing skills	By 2020 100% of primary teachers are trained in early and middle year literacy and Numeracy are able to teach children to read and write proficiently in English and vernacular language and do basic mathematics. 85% of pupils by 4 and 6 achieve the minimum proficiency for literacy and numeracy, and Science as defined by curricula, in equitable way
	Literacy achievement levels (especially in writing)	Year 4 and 6	SISTA, Classroom observation diagnostic assessment tools, and inspection reports.	2015, every 2 years, next is in 2017 and 2019	In 2013; 32.3% of pupils are achieving at and above expected curriculum standards in Writing at the end of Year4 61.1% of pupils are achieving at and above expected curriculum standards in	In 2015; 15.2% of pupils are achieving at and above expected curriculum standards in Writing at the end of Year4 31.0 % of pupils are achieving at and above expected curriculum standards in Writing at the end of	

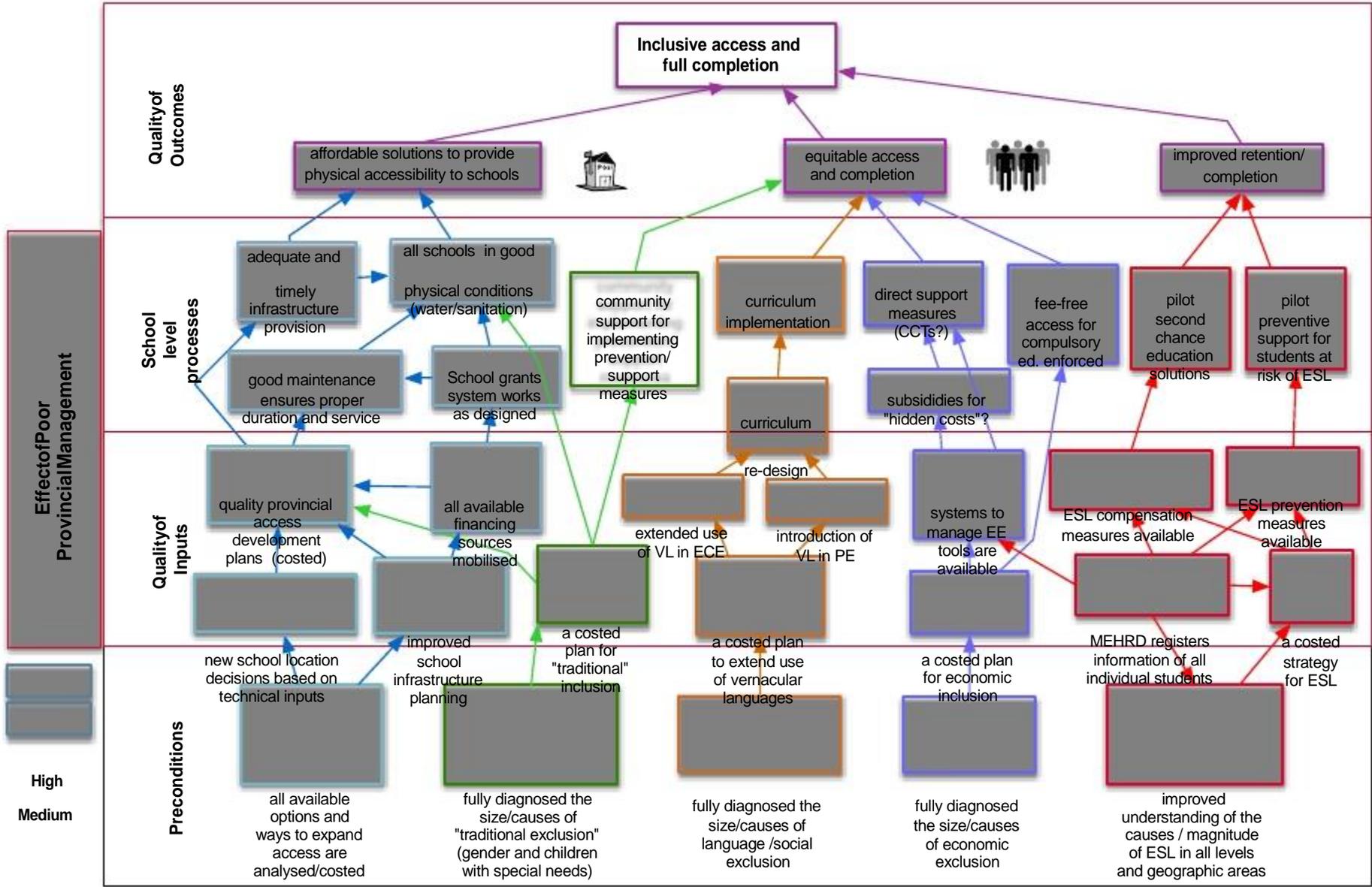
Education Sub-Sector	Measured Variables	Level	Measurement Method	Previous measures	Historic Baseline	New Baseline	NEAP Target 2020
					Writing at the end of Year 6	Year 6	
	Numeracy achievement levels	Year 4 and 6	SISTA, Classroom observation diagnostic assessment tools, and inspection reports.	2015, every 2 years, next is in 2017 and 2019	In 2013; 66.7 % of pupils are achieving at and above expected curriculum standards in Numeracy at the end of Year 4 86.6% of pupils are achieving at and above expected curriculum standards in Numeracy at the end of Year 6	In 2015; 76.3% of pupils are achieving at and above expected curriculum standards in Numeracy at the end of Year 4 90.5 % of pupils are achieving at and above expected curriculum standards in Numeracy at the end of Year 6	
	Science Achievement levels	Year 4 and 6	SISTA, Examinations (SISE), Classroom observation diagnostic assessment tools, and inspection reports.	2019	There is no specific assessment (including examinations) for Science in Year 4 and 6. However, the Year 6 Examination contains 50-60% of the items are science related in 2014 with a sample test mean of 53.1 and sample standard deviation of 15.8 and population mean of 52.5 and standard deviation of 15.7	Need to determine if the norm-referenced is suitable to measure quality overtime for these levels. Need further advice	
Junior Secondary	Literacy and Numeracy achievement levels	Year 9	SISTA and classroom diagnostic tests	2018	Baseline data not available except for Examinations which are in English and Mathematics. However, they are norm-referenced	Baseline yet to be set	By 2020; increase by 15% the number of students by the end of Year 9 achieving the minimum proficiency of literacy and numeracy and work related skills as defined by the curricula and in an equitable way 50% of teachers are trained to teach Junior Secondary Literacy and Mathematics to ensure basic concepts are learned well
	Work related skills – Financial education skills, and other life skills		Internal Assessments (school-based) , survey		Baseline data not available since no assessment tool is in place to measure these skills	Baseline yet to be set	

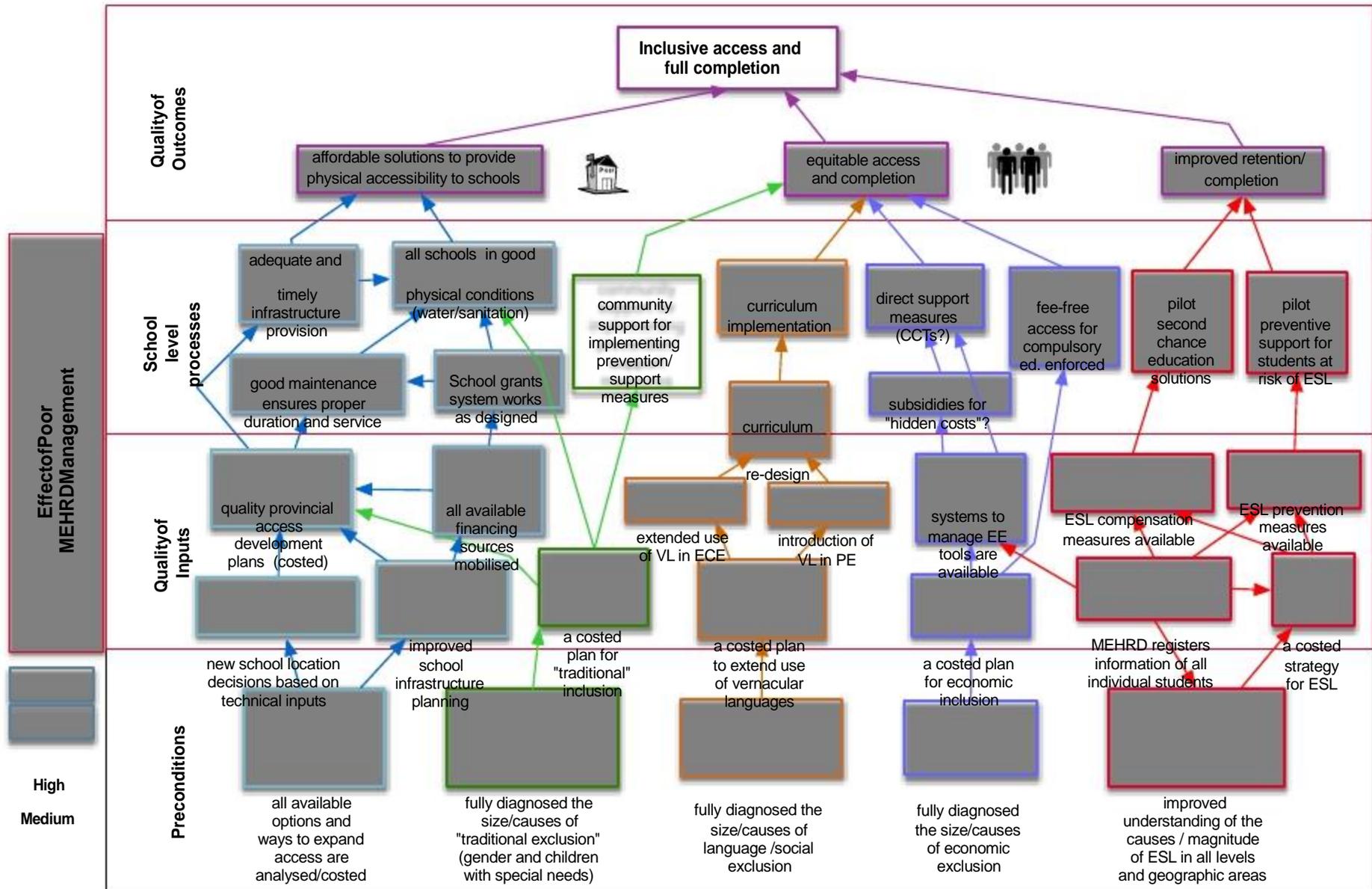
Education Sub-Sector	Measured Variables	Level	Measurement Method	Previous measures	Historic Baseline	New Baseline	NEAP Target 2020
Senior secondary	Literacy and Numeracy achievement levels	Level 11	SISTA	2019	Baseline data not available except for Examinations which are in English and Mathematics and other subjects. However, they are norm-referenced	Baseline yet to be set	Increase by 10% the number of students achieving learning and work related skills (entrepreneurial and ICT skills), with equity (gender and geographical indicators)
	Work-related skills, ICT, entrepreneurial		Internal Assessments (school-based), competency tests		Only examination data is available for senior subjects	Baseline yet to be set	
Tertiary skills development sector	Skills for Economic Growth and survival	Tertiary	Competency tests (including proficiency tests) based on competency standards		At the moment, competency standards yet to be set for SI. Few organisations are licensed to do testing such as SIEA, Ministry of Labour, etc Skills for Growth project is still identifying the skills to be prioritised in SI (high demand in labour market)	Baseline not available	By 2020: An integrated system of TVET which provides quality education and relevant skills for employment, decent jobs and entrepreneurship and contributes to the country's shared economic growth is established.

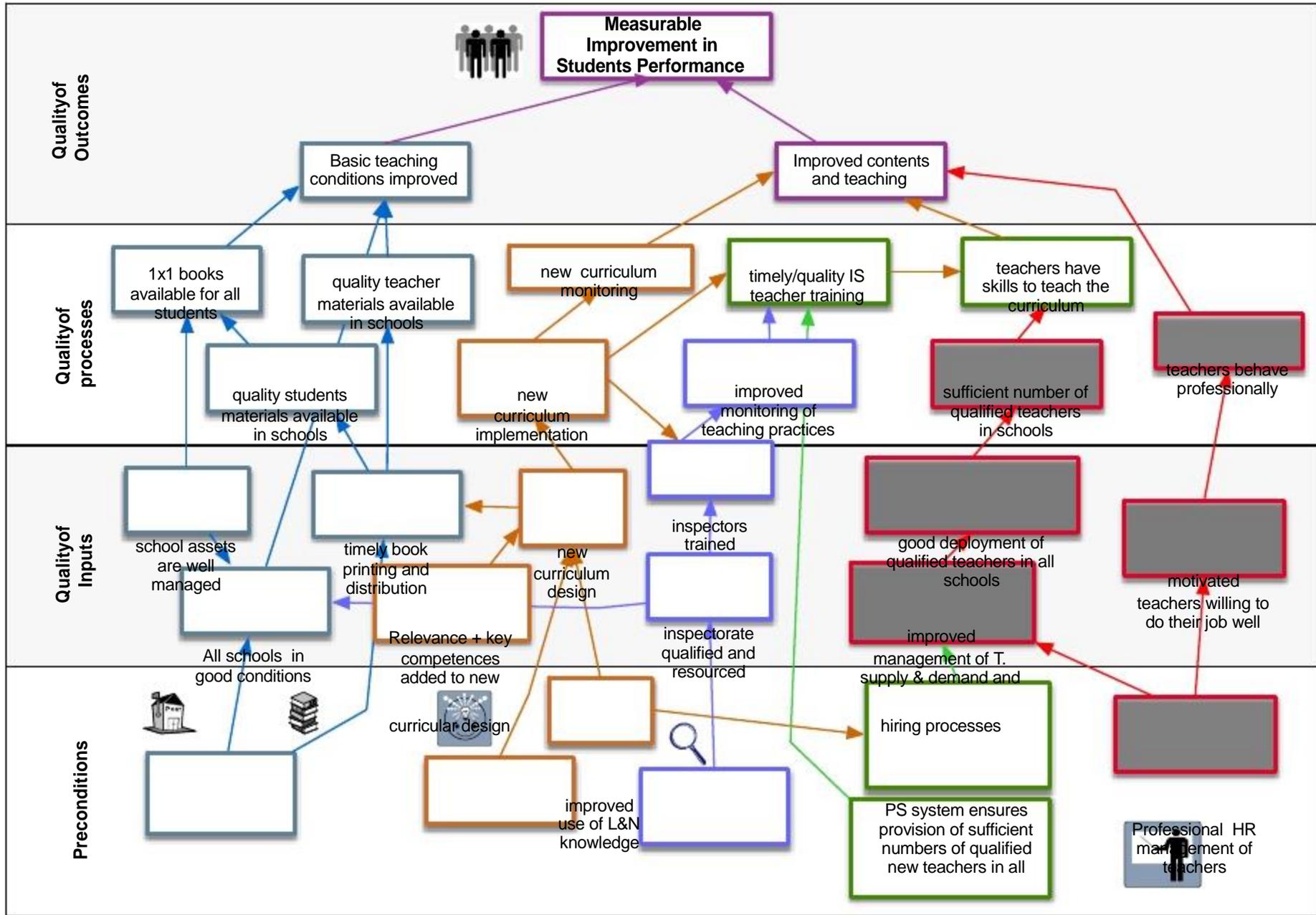
Annex 5: Theory of Change Diagrams











improved asset
and logistics
management

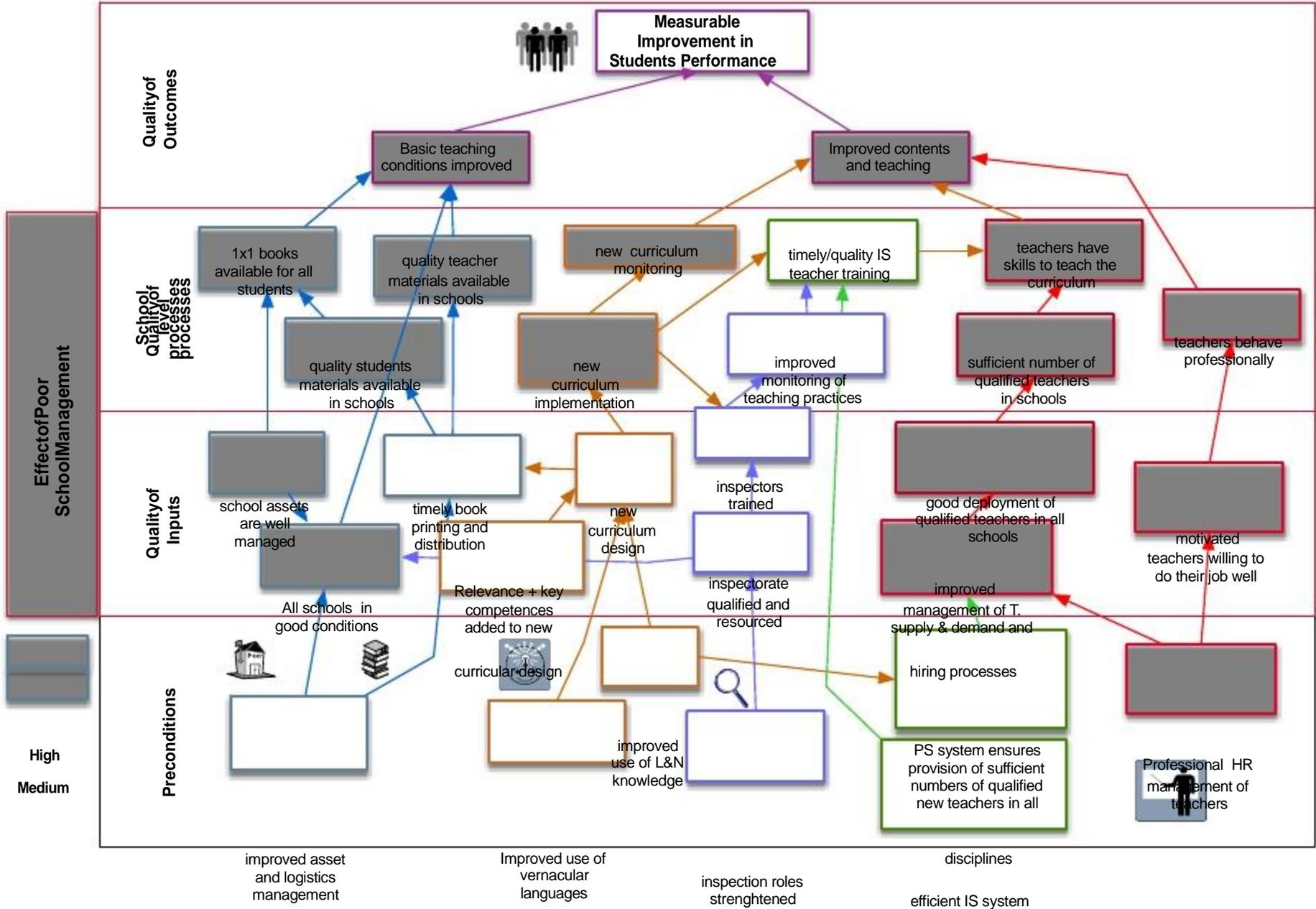
Improved use of
vernacular
languages

inspection roles
strengthened

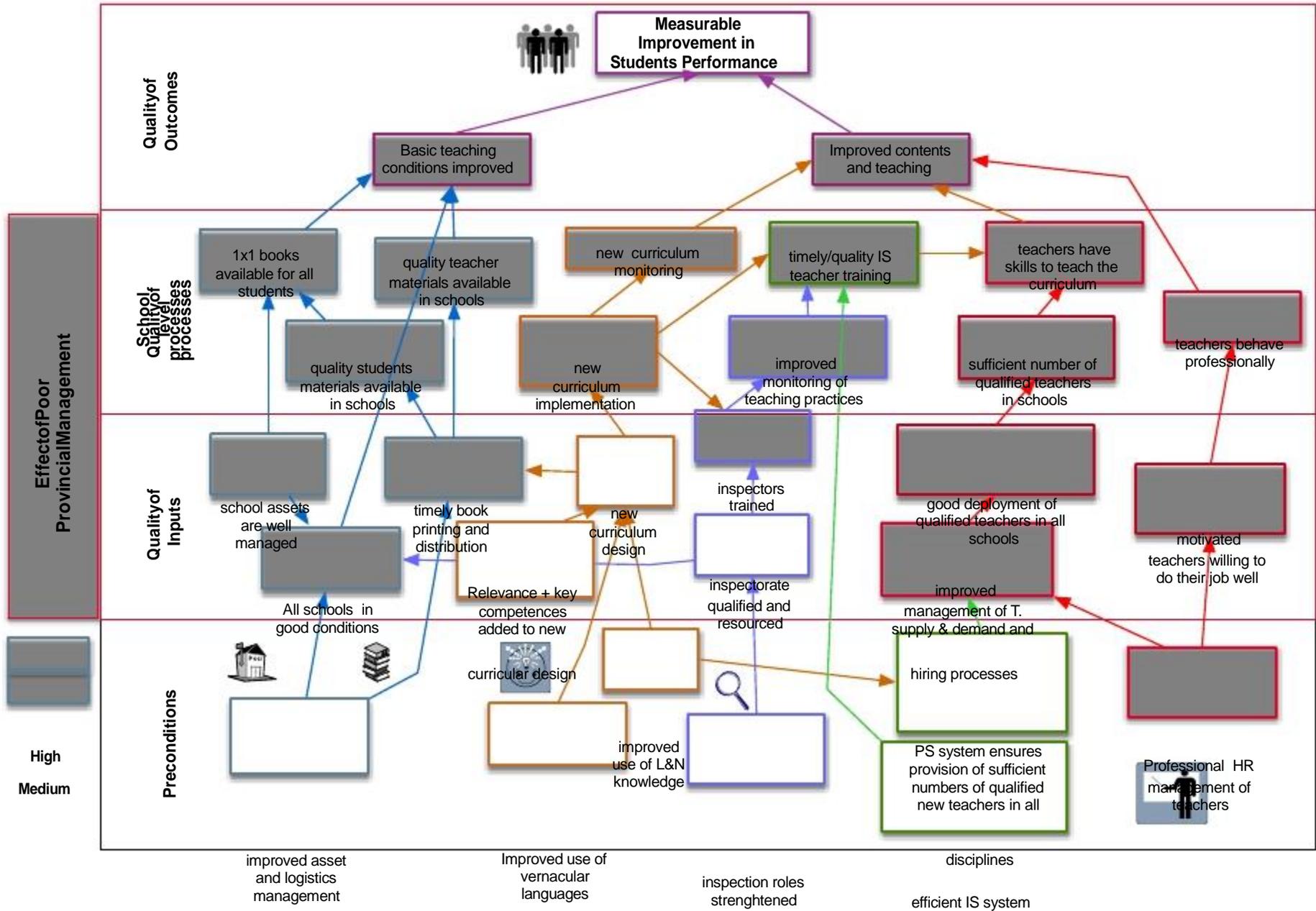
disciplines

efficient IS system

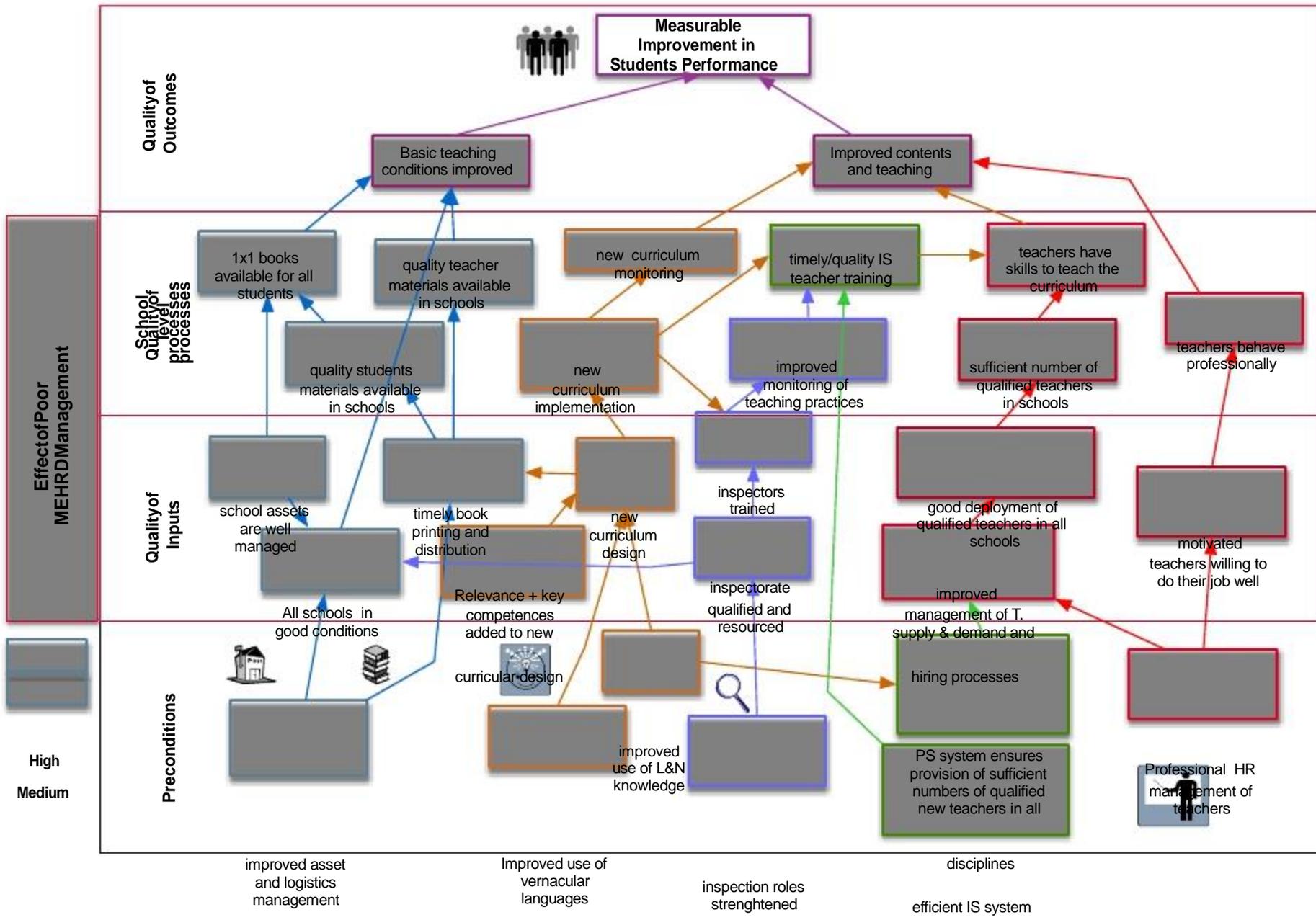
produces qualifications-
based training and
measurable results



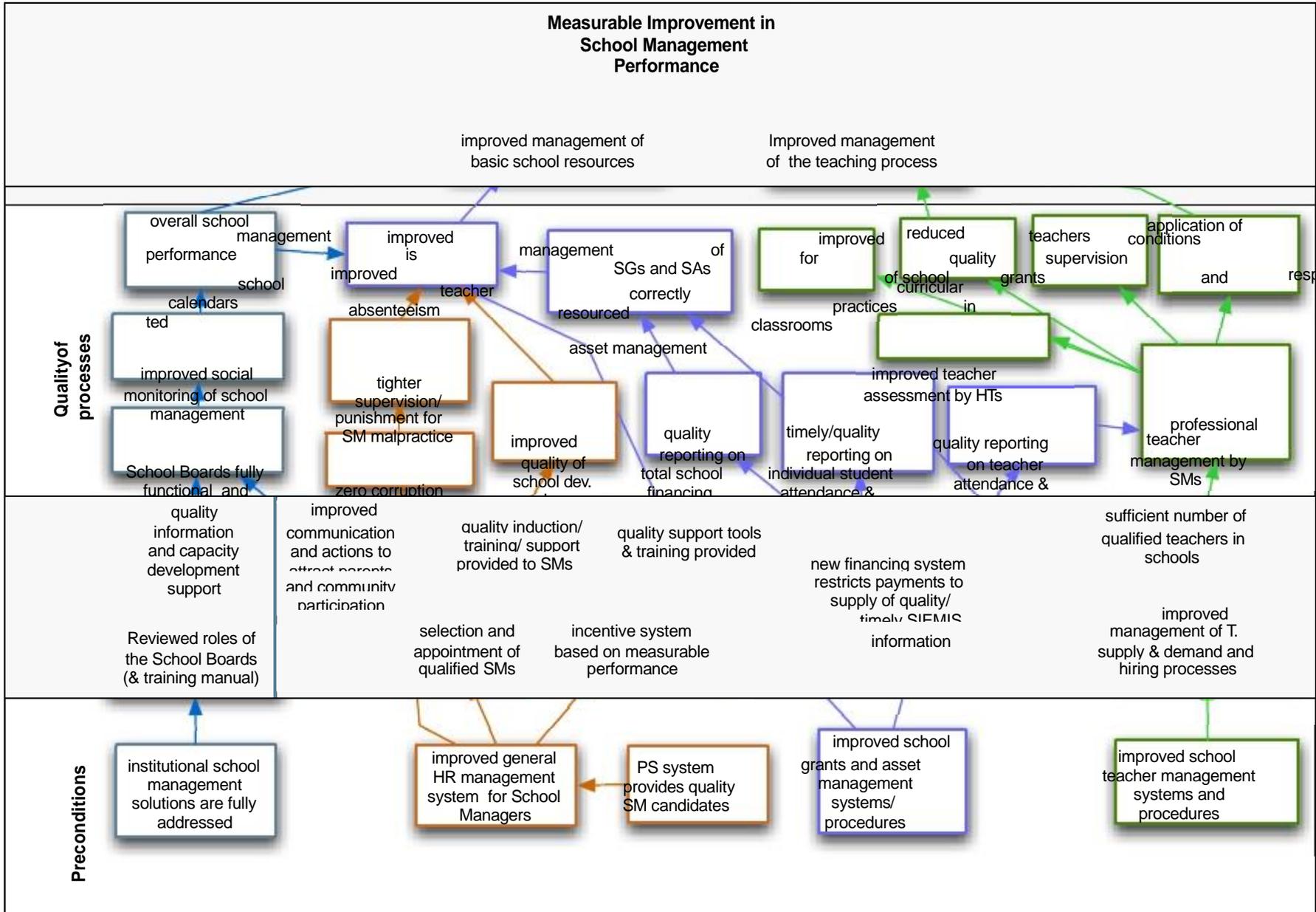
produces qualifications-
based training and
measurable results

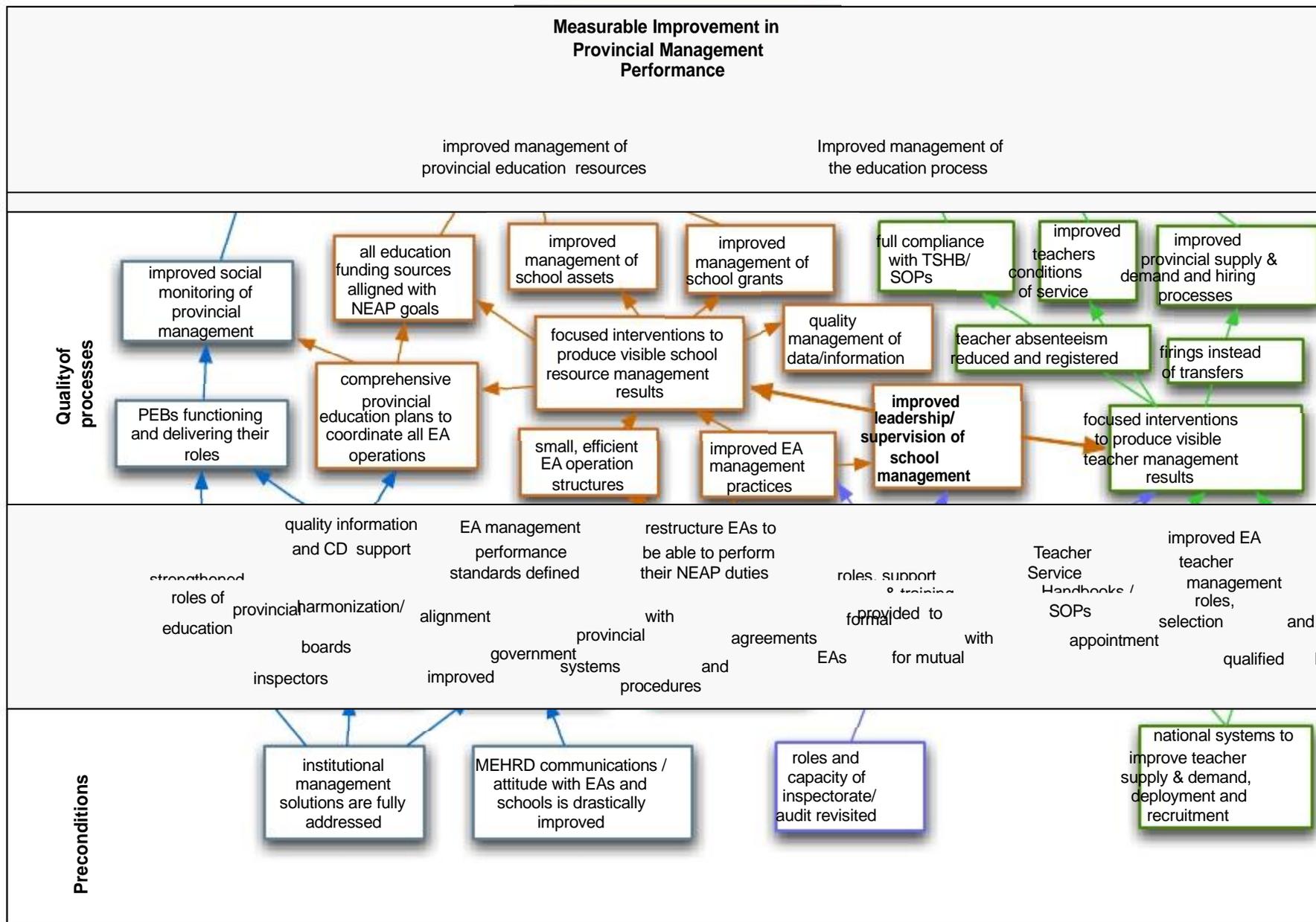


produces qualifications-
based training and
measurable results



produces qualifications-
based training and
measurable results



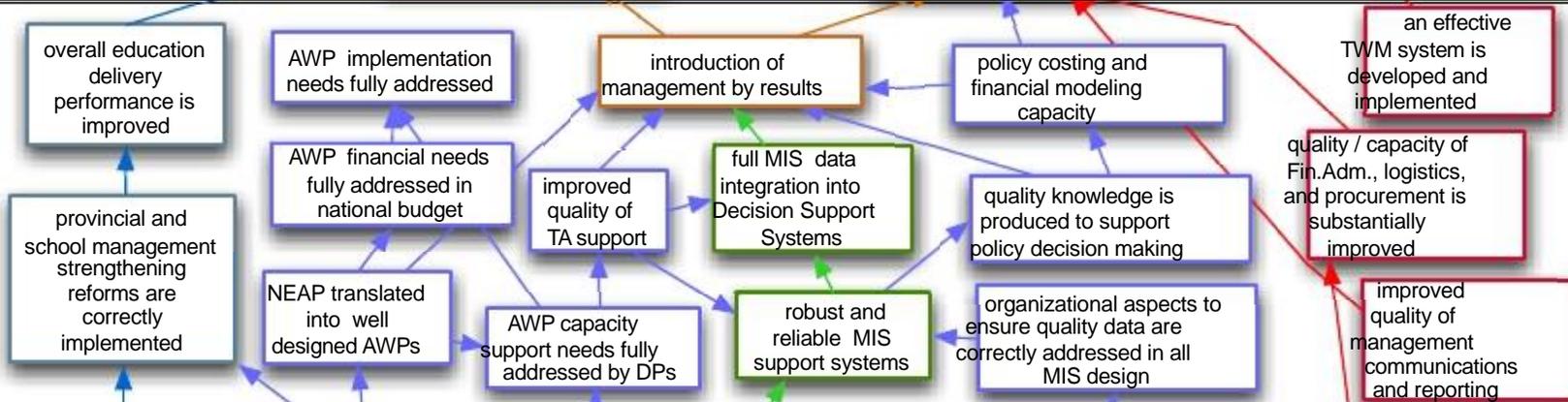


Measurable Improvement in MEHRD Management Performance

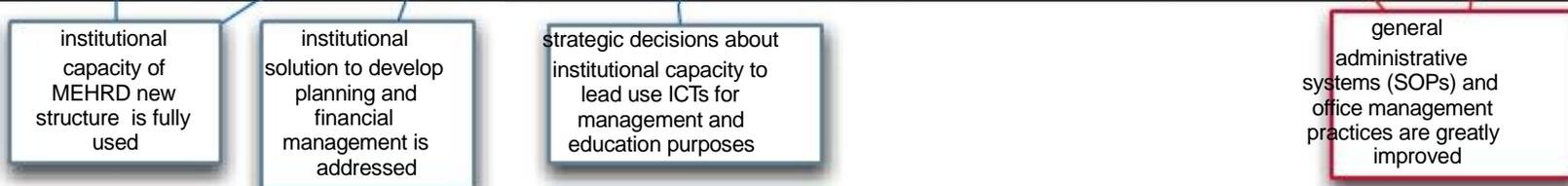
effective implementation of the NEAP/PEAPs

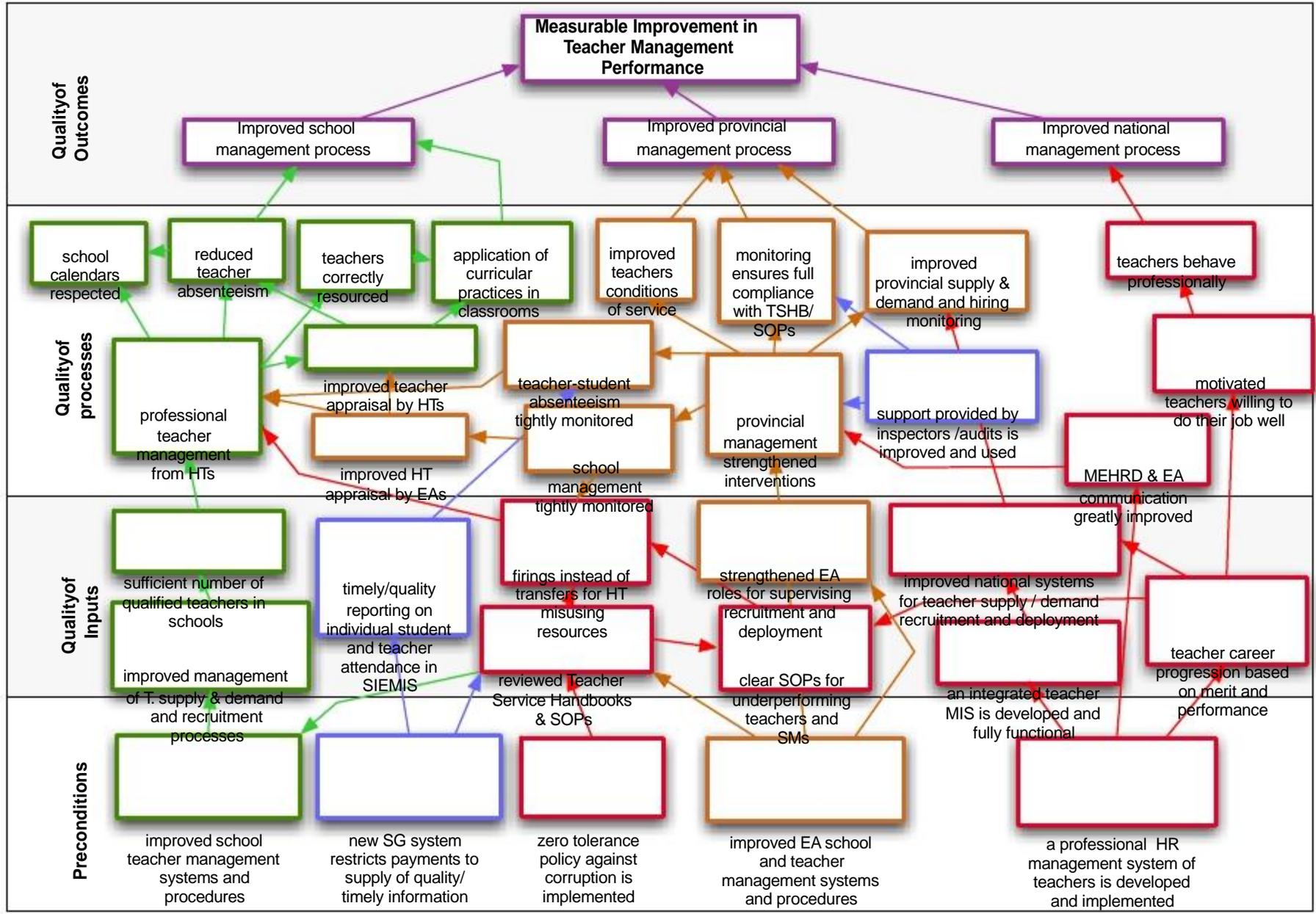
strategic efficiency of the education resources

Quality of processes



Preconditions





Annex 6: List of MEHRD Officers who participated in the first round of NEAP Problem Analysis and Solution Design Consultation

DATES	DEPARTMENTS	OFFICERS	POSITIONS
10-Jul-15	LMPU	Deborah Kole	Team Leader
13-Jul-15	HRD	Christina Tefekome	HRM
		Elizabeth Ofu	PEO
	Finance	Andrew Tahisihaka	FC
		Martin Marairi	Chief Accounts Officer
		Narwin Lasi	Chief Internal Audit
14-Jul-15	Primary	Julie Lilo	CEO
		Benedict Esibaea	Director
	Secondary	James Iroga	Director
		Robert Pepelu	CEO
	Procurement	Peter Himane	CPO
	Internal Audit	Dalton Kovo	Assistant Accountant
		Iansly Awakari	Principal Accountant
15-Jul-15	ICT	Mike Haukaria	Principal Planning Officer
		John Riare	Principal IT Officer
		Peter Suiramo	Assistant IT Officer
	TSD	Mathias Kutai	Director
		Silverio Mangapaga	PEO
	ECE	Bernadine Ha'amori	Director
		Joana Kekegolo	PEO
	TVET	Benedick Kausua	Director (Ag)
		Christopher Mae	CAO
16-Jul-15	Finance (follow up)	Andrew Tahisihaka	Financial Controller
		Martin Marairi	Chief Accounts Officer
		Narwin Lasi	Chief Internal Audit
17-Jul-15	PEAP Design Team	Richard Hellyer	Advisor
		Frances Revo	PEO
		Silverio Mangapaga	PEO TSD
		Gladys Siale	Manager Performance & Evaluation
		Lent Razak	ACOM EA
20-Jul-15	TTDD	Charles Rouikera	CEO TTDD
		Francis Tavava	PEO Professional
		Josette Bata'anisia	PEO Administration
	Inspectorate	Emily Siriki	Director
		Merton Toata	Flexi-Inspector Coordinator
		James Niutaloa	CEO - Secondary
21-Jul-15	NTU	Clement Tito	Director
		Rose Kudi	Secretary, NTC
	National Library Services	Margaret Talasasa	Director
		Ellen Pua	Chief Library Officer
22-Jul-15	SSU	Richard Adomana	M&E Officer

DATES	DEPARTMENTS	OFFICERS	POSITIONS
		Christina Bakolo	CEO UNESCO/NEB
		Selu Maezama	Manager Communications
	NEAD	Linda Wate	Director
		Tabé Tongoua	CEO
		John Liliu	PEO - (SINF6SC)
		Elizabeth Norua	PEO - Standards
23-Jul-15	AMD	Henson Makoani	CEO AMD
		Lency Olitisia	CEO Projects
	CDD	Edwin Ha'ahoroa	Director
		Gideon Sukumana	PCO
30-Jul-15	National Ed Services Group	Constance Nasi	US
		Linda Wate	Director/Teaching and Learning
		Chris Sakiri	Chief Inspectorate Officer
	PEAP Design Team	Richard Hellyer	Advisor
		Frances Revo	PEO
		Silverio Mangapaga	PEO TSD
		Gladys Siale	Manager Performance & Evaluation
		Lent Razak	ACOM EA
31-Jul-15	Corporate Services Group	Dagnal Dereveke	US
		Christina Tefekome	HRM
		Andrew Tahisihaka	FC
7-Aug-15	SMT and relevant HODs		
13-Aug-15	NEAP Validation Workshop	All Departments	
14-Aug-15	NEAP Validation Workshop	All Departments	
18-Aug-15	Development Partners and TAs		
19-Aug-15	MEHRD Tertiary Advisor	Barry Peddle	Tertiary Reform and Scholarships
19-Aug-15	Teaching and Learning Department	Linda Wate	Director NEAD
		Mike Haukaria	Principal Planning Officer
		Constance Nasi	US NES
		Emily Siriki	Director Inspectorate
		Tabé Tongoua	CEO NEAD
		Christopher Sakiri	Chief Inspectorate Officer
		James Niutaloa	CEO Secondary