

Pacific Education Development Framework (PEDF)

2009-2015

Pacific Education Development Framework (PEDF) 26 March 2009

Background

The first meeting of the Forum Education Ministers was held in May 2001 in Auckland, New Zealand. This initial meeting arose out of a recommendation from the Forum Economic Ministers (Apia, July 1999) that the Leaders consider convening an ad hoc meeting of Forum Ministers of Education to review the results of some work commissioned in the area of human resource development. The Leaders subsequently (November 1999) directed that the Education Ministers meet to review the agenda prepared by the Economic Ministers.

At the Auckland meeting Ministers were presented with the results of a range of evidence which highlighted that basic education systems in Pacific countries were failing the majority of young people and leaving them ill-prepared for dealing with their futures in either the formal or informal sectors of society. Ministers, in their deliberations, recognised that basic education is the fundamental building block for society. Ministers agreed to a Pacific Vision for education and to a number of goals including goals and commitments under the Education for All (EFA) framework. The key outcome of this meeting was the endorsement by Ministers of the Forum Basic Education Action Plan 2001 (FBEAP). The outcomes of subsequent Ministerial meetings were documented as updates or additions to the original FBEAP. In this way the FBEAP became a 'living' document.

Following the initial FEdMM, at the Ministers request, the Pacific Islands Forum Secretariat (PIFS) sought funding for a project design for a regional initiative to facilitate the implementation of FBEAP within the region. The Pacific Regional Initiative for the Delivery of Basic Education (PRIDE) was launched in 2004 under funding from the EU and NZAID and became the major mechanism within the Pacific region for the implementation of FBEAP.

In October 2005 the Forum Leaders endorsed the Pacific Plan with the goal of enhancing and stimulating economic growth, sustainable development, good governance and security for Pacific countries through regionalism. Improved education and training is one of the strategic objectives of the Plan in support of this goal. At their 2007 meeting, the Education Ministers decided that, given the seven years since FBEAP 2001, a comprehensive evaluation should be undertaken of FBEAP during 2008. A review of FBEAP was also seen as being able to contribute constructively to the Pacific Plan, also being reviewed in 2008.

The extensive consultative process of the Review recommended a reborn regional plan with a new title. Following extensive discussion, and consideration by Ministers at the FEdMM in Tonga (March 2009) it was agreed that the revised document be referred to as a framework, rather than an action plan. Accordingly an outcome of the Review is that the revised document be known as the Pacific Education Development Framework (PEDF).

What the Framework is and how it can be used in the Pacific Region

The idea of having a regional framework to guide the further development of Pacific education has been strongly supported by Pacific Forum countries through their education ministries. The approach also has the support of development partners. The PEDF will coordinate regional activities and provide advocacy and a leadership role in policy dialogue at the regional level. It will guide but not direct the work of Ministries at the national level.

The framework is grounded in two sets of imperatives. First the commitments made by Pacific countries to global education calls for action and second, the national and regional response to the specific needs and challenges in respect of education in the Pacific region. The global commitments include the Education for All (EFA) agenda and goals, the Millennium Development Goals (MDGs) relating directly or indirectly to education, the United Nations Literacy Decade and also the UN Decade of Education for Sustainable Development. At the national level in most countries, these international commitments have been mainstreamed into the sectoral planning process. The challenges and needs that Pacific Island countries are experiencing as they attempt to bring about improvement in their education systems have been comprehensively analysed and documented as part of the review of FBEAP in 2008.

What aspects of education and training does the PEDF cover? Based on the recommendations of the FBEAP Review, Ministers of Education have determined that the regional framework (PEDF) needs to address two broad agendas. First, the EFA or basic education agenda which covers the foundation of education, and second the training/employment/economic agenda. This second agenda was the genesis of the original meeting of Education Ministers through the referral from leaders on the basis of recommendations from Economic Ministers. It has recently been highlighted as a priority for Pacific education and training systems by the Forum Leaders in their Niue communiqué. By being explicitly grounded in these two agendas the PEDF is well aligned with the Pacific Plan, a need also identified in the FBEAP Review. In this Framework basic education is interpreted in broad terms consistent with the common UNESCO usage (allowing countries to interpret/modify as appropriate to their own contexts). The framework embraces TVET in the widest sense. As a result the Framework includes all sectors of education with the exception of higher education.

Implementing the Pacific Education Development Framework (PEDF)

The PEDF is aligned with, and is grounded in, the core planning principles and concepts of the Pacific Plan. As Improved Education and Training is one of the strategic objectives of the Pacific Plan, the PEDF supports the Leaders' Vision of a region of peace, harmony, security and economic prosperity in which Pacific people can lead free and worthwhile lives.

The PEDF reflects the Pacific concept of regionalism where countries work together for their joint and individual benefit. Regional aspects of the PEDF are designed to support and complement national programmes, not inhibit them. The justification for any regional strategies advocated in the PEDF is that they add value to national efforts. The PEDF identifies key priorities in each of the sub-sectors of education and training and also for each of a number of cross-cutting themes. These priorities which arise from international commitments such as the MDGs and EFA goals and the national education sector strategic frameworks have been documented in the FBEAP Review conducted in 2008. Accordingly the PEDF embraces a 'bottom up' approach to education sector development and planning, complemented by a 'top down' perspective based on global commitments and the regional Pacific Plan endorsed by the Forum Leaders. The PEDF addresses the special needs of Small Island States (SISs) which have been prioritised in the Pacific Plan and also the MDGs.

The Framework lays out a Vision, Mission and Strategic Goals for Education and Training in the Pacific education and training based on the underlying imperative of quality education for all and ensuring access and equity in provision. The Framework has been developed as a matrix setting out for each Sub-sector and Cross-cutting Theme: Challenges and Priorities & Strategies. Challenges and Priorities have been identified and sourced from FBEAP as amended from 2001 to 2007 and the country and regional analyses conducted as part of the 2008 FBEAP review. Although the PEDF is a regional framework, the priorities specified are drawn from national priorities that are common across the region. All priorities endorsed by the FEdMM are identified and highlighted.

The Targets specified are *agreed* targets as part of international commitments/conventions (e.g. EFA, MDGs) or, in specific cases, targets that have been set by Education Ministers through the FEdMM. Only in very specific circumstances is it appropriate to set regional targets for Pacific education given the wide variation in context and economic circumstances of the group of Forum countries. Where specific goals and targets have not been committed to, the Framework specifies high level ‘outcome statements’ to which national and regional effort will be directed.

Monitoring and Evaluation of the Pacific Education Development Framework

The PEDF, consistent with the FBEAP and the Pacific Plan, is a ‘living document’ which will be subject to regular review and monitoring and systematic and comprehensive evaluation. Forum member countries through their Education Ministers will provide annually a country update on key developments against the Framework elements. If necessary, new elements to the framework will be added. Following consideration by Ministers, the PEDF will be amended to reflect these reports.

An evaluation cycle will comprise two strands. Each year one of the Sub-sectors and one or two of the Cross Cutting Themes will be the subject of a Pacific ‘situation analysis’ with a view to identifying gaps and formulating proposals and strategies for possible regional action. The situation analyses will be undertaken by small working groups comprising representatives from Ministries and development partners. This will be an important capacity building exercise and will also encourage cross-fertilisation of ideas and sharing of experiences across the region. Following endorsement by Ministers, the framework will be amended to reflect these situation analyses. Over a 5 to 7 year cycle each key element of the Framework will as a result have been subject to a comprehensive evaluation. An independent review of the total Framework will be conducted every five years.

The Pacific Education Development Framework

Vision: Quality education for all in Pacific Island countries

Mission: to enable each Pacific learner to develop all his/her talents and creativities to the full and thereby enabling each person to take responsibility for his/her own life and make a meaningful contribution to the social, cultural and economic development of Pacific society.

Strategic Goals:

1. To achieve universal and equitable participation and access to Pacific education and training. (**Access & Equity**)
2. To improve quality and outcomes. (**Quality**)
3. To achieve efficient and effective utilisation of resources ensuring balanced and sustained development of Pacific education systems. (**Efficiency & Effectiveness**)

Guiding principles and values: The PEDF is underscored by the following core of intrinsic and enduring values and principles:

- **Education as a human right:** The human right to education is the foundation of the Pacific Education Development Framework.
- **Holistic approach:** By focusing on learning throughout life, the PEDF emphasises the links and pathways through the various stages or sub-sectors of education and the need to diversify these pathways to cater for the needs of all learners. This holistic approach is embraced in the four pillars of education from the UNESCO Jacques Delors report on *The Treasure Within* – learning to know, learning to do, learning to be and learning to live together. In the Pacific context these 4 pillars are often contextualised as the ‘heads, hands, heart and soul’ paradigm of holistic lifelong learning.
- **Diversity:** mutual respect and valuing of the differences within and between Pacific societies cultures and values.
- **Harmonisation:** a shared commitment between countries and development partners to align development activities with partner countries' national priorities; and giving importance to the national leadership role in coordinating development assistance with a focus on managing for results.
- **Partnerships:** Education and training involves governments, parents, teachers, students, community organisations and development partners. This PEDF is based on recognition that Pacific learners will not reach their potential if governments and key stakeholders work in isolation from each other. Encouraging and sustaining meaningful partnerships in education is central to realisation of the Framework’s Vision.

SSE1: EARLY CARE & CHILDHOOD EDUCATION (ECCE)

High quality ECCE programmes can benefit countries by promoting cognitive performance of young children, increasing the efficiency of primary and secondary education, contributing to future productivity and income, reducing costs of health and other public services, reducing gender inequities and increasing female participation in the labour force. Although the research base is still relatively thin, particularly in the Pacific context, existing relevant studies do indicate a high social return on investment in ECCE. Studies have shown that attendance at some form of preschool is a key determinant of the likelihood of completion of primary schooling. The further development of ECCE is a key priority of the PEDF. This is the initial access point to lifelong learning.

Goals/targets: EFA Goal 1: Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

Challenges	Priorities and Strategies
Access: Although significant progress has been made in the region in recent years, the Gross Enrolment Ratio (GER) is less than 60% in several countries meaning many young children still are not receiving any ECCE. Equity: Children from rural areas and those living in poverty are under-represented in ECCE enrolments. High proportion of female teachers encourages gender stereotypes. Quality: Many teachers have little formal ECCE training; requirements as to what constitutes a qualified ECCE teacher vary considerably across the region; teachers are generally poorly paid. There are very few purpose-built facilities, particularly in rural areas. Policy and administration: Government support is often problematic since the ECCE sector is not generally seen as part of basic education. Knowledge of this sector amongst key stakeholders is often weak and limited. Responsibility for the 0-3 year old children is usually unclear, increasing the vulnerability of this group. Several countries are yet to develop an ECCE policy. Lack of accurate disaggregated data on the sub-sector; data systems require considerable development. There is a lack of evidence-based research and studies on ECCE in the Pacific.	Access & Equity: Expansion of the sector to improve access particularly for vulnerable and disadvantaged children Focus on inclusion and equity in further development of the ECCE sector. Quality: Implementation of comprehensive quality ECCE programmes grounded in local cultures and languages. (FedMM endorsed priority, 2007) Development of learning and development standards for ECCE curriculum. Development of good quality teaching and learning resources. Improvement in remuneration and conditions for ECCE teachers. Further development and strengthening of ECCE teacher training regionally and nationally. Efficiency & Effectiveness: Development of coherent and holistic national policy and planning frameworks for the development of the sector. (FedMM endorsed priority, 2007) Clarification of government roles and responsibilities. Establishment of coordinating bodies at national level to provide leadership for development of the sector. Establishment and strengthening of cross-sectoral partnerships with relevant Ministries and NGOs working in the ECCE sector Strengthening of partnerships and increase in community participation in the ECCE sector. Note: ECCE is a priority area under PRIDE

SSE 2: FORMAL SCHOOL EDUCATION (PRIMARY AND SECONDARY)

The first 9 or 10 years of formal schooling forms the core of basic education. Formal schooling needs to be available to all young people for growth and development to be inclusive. Without this foundation, no society can develop effectively. Not only must school education be universally accessible, it also must be of high quality, relevant, and sustainable to equip citizens to improve society and to benefit from social and economic progress. Accessible school education of high quality provides the foundation for continuous and lifelong learning. The further development of quality formal school education which is accessible to all children and provided equitably and in a sustainable way is a core strategy of the PEDF.

Goals/targets: EFA Goal 2: Ensuring that by 2015 all children, with special emphasis on girls and children in difficult circumstances and from ethnic minorities have access to and complete free and compulsory primary education of good quality.

EFA Goal 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.

EFA Goal 6: Improving all aspects of the quality of education and ensuring excellence for all, so that recognised and measurable learning outcomes are achieved, especially in literacy, numeracy and essential life skills.

MDG 2: Achieve Universal Primary Education

Target 3

Ensure that, by 2015, children, everywhere, boys and girls alike, will be able to complete a full course of primary education

Indicators

Net enrolment rate in primary education; Proportion of pupils starting grade 1 who reach grade 5; Literacy rate of 15-24 year olds

MDG 3: Promote gender equality and empower women

Indicator: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of secondary schooling.

Challenges	Priorities & Strategies
Access: All of the countries in the Pacific region are experiencing access challenges of some sort. The first access challenge is to ensure that all children enrol in school in the early stages of formal education. The second challenge is to reduce the high rates of student dropout which are common in most countries. Equity: Under-representation of girls in student enrolment remains a challenge in the Melanesian countries although gaps are generally closing. In most of the other Pacific countries close to gender parity has been achieved in compulsory education. Females are generally under-represented in upper secondary education. Most PICs are being challenged by boys' underachievement. A key challenge is providing an equitable education to students in remote and isolated areas. Issues associated with this challenge are high cost of provision, difficulties in attracting and retaining teachers to the rural areas and poor quality of resources, transport and infrastructure. Quality: Despite the achievements that have been made in sector	Access: The achievement of universal basic education is the first priority of several countries. Where there is a current significant shortfall, countries (PNG, Solomon Islands and Vanuatu) have identified closing this gap as a major priority. Several countries are addressing this access gap through World Bank EFA Fast Track Initiative Further development of opportunities for flexible, open and distance learning to reach those who have been unable to access formal schooling to date. Equity: Priorities include participation of girls in upper secondary; development of research strategies to improve the educational performance of boys; development and implementation of cost-effective strategies for service delivery to remote and outer island

development, most Pacific countries continue to experience the challenge of achieving sustainable improvement in quality of education. The critical input in quality of education in the Pacific is teacher quality. All countries have critical challenges in terms of teacher and head teacher/school principal competence. Commitment of teachers and principals in terms of leadership remains a major challenge High levels of teacher absenteeism in some countries is a clear indication of a need that countries have to strengthen teacher and principal accountability frameworks. Many students are finishing school with inadequate basic literacy, numeracy and life skills. Others leave school before the proper acquisition of these skills. Countries generally have weak capacity in assessment and test development. Literacy and numeracy tests administered in a number of countries in primary schools indicate continuing problems with literacy with the number of ‘at risk’ students in English in excess of 40 %. The results of these tests indicate that girls are outperforming boys consistently and this is another challenge in most countries. The school curricula, despite attempts at redevelopment to meet vocational and life skill needs, generally remain largely academic and do not fully meet needs of all Pacific students. Curriculum frameworks are either non-existent or at early stages of development. The poor state of the physical learning environment of schools and classrooms including textbooks, classroom learning materials, libraries, ICT tools and the lack of maintenance of school buildings and infrastructure, represent a major challenge. This challenge is linked to the issue of sustainable financing of education systems and the structure of education outlays in which for most systems salaries represent over 90% of recurrent budgets. Health and education: Increases in non-communicable diseases are threatening the lifestyles of Pacific communities and many young people in school. The links between the education and health sectors are weak and need strengthening.	communities. Quality: Investing in teacher quality needs to be the highest priority investment for Pacific countries to improve their education systems. Key specific priorities for many countries in addressing the quality challenge are the development of teacher and principal accountability frameworks and standards and development of ongoing and sustainable programs for in-service training of teachers and school leaders. FEEdMM endorsed (2006) partnership involving UNESCO, UNICEF, SPBEA and PRIDE is developing regional benchmarks in literacy, numeracy and life-skills. These benchmarks to be used for monitoring quality of education at country and regional levels. Comprehensive curriculum review and redevelopment (including development of curriculum and assessment frameworks) is one of the top priorities in current educational plans in more than half of the countries. Central to these reviews is the emphasis being placed on language and culture and rethinking of education policy and practice. FEEdMM endorsed priority (2001 & 2005) to focus on governance and entrepreneurship in curriculum reviews. Further priorities are: Capacity building in Ministries in test development and implementation. Implementation of standards based assessment in schools based on defined learning outcomes. Development of assessment frameworks at the national level, in line with curriculum frameworks. (FEEdMM endorsed priority 2004) Physical learning environment: upgrading of classrooms which provide a sub-standard educational environment for teaching and learning. Strengthening of initiatives in promoting the active involvement of the school community in the affairs of schools in order to enhance the quality of facilities and teaching-learning resources. (FEEdMM priority, 2001)
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	Efficiency & Effectiveness: A key priority (FEEdMM endorsed 2006) is continued advocacy for closer collaboration between education and health and strengthening of the linkages between health and education Ministries at the national level and between relevant bodies at regional level. Note: Across many of these identifies priority areas PRIDE has been the main regional vehicle for implementation in this sub-sector.
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SSE 3: TECHNICAL & VOCATIONAL EDUCATION & TRAINING (TVET) The development of skills has been highlighted repeatedly by Forum Education Ministers and also by Forum leaders, most recently in the 2008 Niue communiqué. The Pacific Plan emphasises the need to strengthen and expand national and, where appropriate, regional vocational educational and training programs. Despite the importance of TVET for social and economic development, national governments and regional organisations and development partners in the Pacific have, until recently, tended to give less emphasis to TVET relative to the other sub-sectors of education. The further development of this sector is crucial to addressing the needs of a rapidly growing youth cohort and creating conditions for further economic growth. Strengthening of TVET's responsiveness to both the needs of the formal and informal sectors is now a high regional priority. The identification of challenges and priorities for this sub-sector draws heavily on the recently completed ADB/PIFS study, *Skilling the Pacific*.

Goals/targets

EFA Goal 3: Ensuring that learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.

No specific agreed TVET targets but imperatives from Pacific Plan and Niue Leaders (2008) communiqué highlight priority for development of the TVET sector.

Outcomes to be achieved:

The supply of skills supplied by Pacific TVET systems responds to meet the needs of the informal sector and the changing labour market demands in the formal sector.

Challenges	Priorities & Strategies
Access and equity: Across the region, access to organised skills development is relatively low in relation to the number of school leavers. Lower-income groups, and those in rural areas and outer islands, tend to have much less access to skills development. Girls and women in particular tend to be under-enrolled in TVET, or concentrated in traditional female occupations. Quality: Training systems tend to operate in isolation of labour market demand and with little or no employer participation. In most countries the ingredients for quality - occupational standards, qualified instructors, necessary equipment, and quality assurance mechanisms – are lacking. Poor educational attainment of incoming trainees is limiting skill achievements. Significant gaps exist in the level of skills, knowledge and experience of teachers and work-based instructors. There are also shortfalls in the number and qualifications of instructors. Infrastructure, equipment and materials also tend to be inadequate and need upgrading. Quality assurance processes are generally weak, including skills-testing systems. Accreditation systems and processes for private training providers are weak. Monitoring and evaluation of the quality TVET outcomes in terms of competencies achieved is another critical weakness. Policy, planning and organisation: The ADB/PIFS <i>Skilling the Pacific</i> study found that TVET is the most difficult sub-sector to organise and manage in the education sector. Unclear central agency roles hamper the sector. In a number of Pacific countries several line ministries, such as the ministries of education and labour, have overlapping or uncoordinated responsibilities for TVET. Responsibilities of the various supervisory organisations tend to be ill defined. Fragmented and uncoordinated provision of informal sector training limits effective	Two priorities are shared across the region: quality improvement and organisational development. The principal initial priority for quality improvement is establishment of vocational qualification frameworks. The priority for organisational development is the establishment/strengthening of apex training organisations and national qualifications authorities. Other priorities include addressing the neglect in training for the informal sector; establishment of minimum of standards for TVET providers and development of accreditation and audit arrangements for monitoring of standards. Enhancement of the role, status and development of TVET at national level and mobilisation of resources to enhance wider understanding and acceptance of TVET in the region (FEdMM endorsed priority 2005) There is a clear need to increase public and private investment in TVET and to diversify financing instruments. A further priority is the development of a Regional Qualifications Register and subsequently a Regional Qualifications Framework (FEdMM endorsed 2001 and 2005).

use of resources. Key TVET organisations, particularly national training councils, often lack the resources to carry out their functions. Lack of data and research on TVET is an impediment to progress. Managers of institutions lack authority and incentives to improve performance. Training for the informal sector where the majority of Pacific peoples live and work has tended to be particularly neglected.	The <i>Skilling the Pacific</i> Study was commissioned by ADB and PIFS with Ministerial mandate to fill the knowledge and evidence gap regarding TVET and its linkage with Pacific and global labour markets. The report of the study released in 2008 sets out a number of priority areas for action at both national and regional level. Project proposals based on the study have been developed (for consideration under EU funding) focused on i) NFE TVET; ii) Institutional development of TVET; iii) strengthening of labour market information; quality assurance systems and processes.
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SSE 4: NON-FORMAL EDUCATION (NFE): Non-formal education in Pacific countries preceded the establishment of formal systems and as such this sub-sector has a legitimacy of its own and is not dependent for its energy and quality on government standard setting processes. NFE may also take place within formal education and training institutions. The sub-sector caters to persons of all ages. NFE does generally not lead to some form of accreditation. However issues of access, equity and quality are important for NFE, and the sub sector is pivotal in terms of lifelong learning and attainment of EFA Goals pertaining to literacy and life skills and also the non formal aspects of TVET. Although the main focus of PRIDE has been the formal sectors, NFE is a key strategy in realising the vision of the Pacific Plan and as such is an important component of the PEDF.

Goals/targets:

EFA Goal 3: Ensuring that learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.

EFA Goal 4: Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

Challenges	Priorities & Strategies
Access & Equity: Data on participation in the NFE sector is patchy. However it is clear that NFE programmes offer an important pathway out of poverty for many women and disadvantaged target groups. Quality: A key challenge for NFE in the Pacific is development of appropriate quality assurance mechanisms that take in to account the unques features of the NFE sub sector. There is a need for some pathways to be developed for learners to move between the non-formal and formal sectors. Policy, coordination and capacity: It is recognised that the private sector including traditional structures plays the major role in provision of NFE independent of government control. Policies on NFE in the Pacific are lacking in most countries. The development of policies needs to address the relations amongst providers while safeguarding the special nature of individual providers. At the same time policies need to be linked to national development strategies and plans, resource allocations and other commitments.	Access & Equity: Expansion of literacy programs for adults, especially women and out of school youth. Quality: Development of appropriate quality assurance systems and processes. Active promotion of community awareness on the importance of Pacific culture, language and identity in NFE programme development. Efficiency & Effectiveness: Overall policy and strategy development for the NFE sector Development of agreed coordinating structures that recognise there are different levels and categories of non-formal education. Strengthening of partnerships with and among NGOs to ensure that they are at the forefront of delivery of NFE. Capacity development and training of staff in NFE at both national and regional level. Where income generation is the focus of NFE, policies and strategies for identification and strengthening of markets.

SSE 5: TEACHER DEVELOPMENT: IN -SERVICE EDUCATION AND PRE-SERVICE EDUCATION OF TEACHERS; ENHANCING THE STATUS OF THE TEACHING PROFESSION

There is a substantial body of research internationally which affirms that quality education is not possible without quality teaching. Teachers are at the heart of every education system, and plans and strategies for the initial preparation and ongoing professional development of teachers are central elements of the process and dynamic of achieving goals and targets relating to quality, access and equity in education. This area requires close partnerships between ministries and teacher training providers. Regional strategies are necessary in the Pacific to support national strategies in teacher development.

Goals/targets: No specific goals or targets set or endorsed by Forum Education Ministers. Most national governments have set minimum requirements or standards for pre-service training. A number of countries are considering standards for ongoing professional development.

Outcomes to be achieved:

Sufficient numbers of appropriately trained and qualified teachers and trainers available in Pacific education & training systems.

Sustainable programs of lifelong learning for teachers and trainers implemented and monitored.

The teaching profession is valued by the community and attracts people with appropriate skills, attitudes and values.

Challenges	Priorities
Supply and qualifications of teachers: There is a growing shortage of qualified teachers in the Pacific. Several countries have a backlog of untrained teachers. Pre-service education: Resourcing of many teacher training institutions is far from adequate. Quality and capacity issues are critical challenges. Teacher education is still heavily influenced by colonial mindsets. Pacific pedagogies need to be developed and encouraged. Aid dependency is still very strong in the pre service training of teachers. In-service training: The teaching service is ageing and many teachers have had insufficient professional development opportunities to keep up to date with teaching requirements. Many countries have remote islands and face severe logistical challenges and high cost of bringing teachers to in-service training. Historical under funding of ISE programs: Many teachers are receiving little, if any, ISE in their first five years of teaching. Strengthening the status of teaching as a profession is a critical challenge in all Pacific countries. The need to strengthen school leadership and the professional qualities of principals is a critical challenge across all Pacific countries.	Quality: Upgrading of pre-service training programmes, staffing and resources at national and regional training institutions. Induction for beginning teachers to be formalised. Upgrading programmes for partially trained teachers. Development of sustainable programmes of in-service education based on country needs analyses. Development of innovative strategies using ICT and distance learning. Enhancing the professional status of teaching. Further development of professional standards of practice. More selective recruitment of teacher trainees. Development of viable Pacific teacher education models that link theory, practice and research. Development of initiatives to incorporate indigenous approaches to teacher education. Efficiency & Effectiveness: Strengthening of existing national data bases to generate teacher supply and demand projections. Planning for the implementation (as part of sector wide programs) of training all untrained teachers as soon as practicable. Improved coordination and communication between ministries of education and teacher training institutions. Development of regional protocol for teacher recruitment (FE dMM 2005).

SSE 6: SYSTEM GOVERNANCE & ADMINISTRATION

Education by its nature is acknowledged as a very intensive user of human and financial resources. The goals set for the education sector and the strategies to be followed therefore need to be well integrated with national planning policies and planning frameworks. Strengthened governance, planning and policy frameworks are an essential requirement for sustained improvement in Pacific educational outcomes. Pacific countries are working closely with development partners to improve the quality of system governance and administration and the efficiency and effectiveness of development assistance.

Goals/targets: The *Paris Declaration on Aid Effectiveness* (2005) has the commitment of the major development partners working in education in the Pacific and has been formally endorsed by seven Pacific countries, with other countries supporting the declaration in principle. The declaration commits signatories to support actions in aid management which are based on five core principles: ownership, alignment, harmonisation, managing for results and mutual accountability

MDG 8: Develop a Global Partnership for Development

Targets: Address the special needs of landlocked and small island developing states.

In cooperation with the private sector, make available the benefits of new technologies, especially information and communication technologies.

Challenges	Priorities & Strategies
Sector planning, donor harmonisation and aid management: Some countries particularly the Small Island States need further assistance with capacity development in education sector planning, policy development, research and policy analysis, performance indicator development, costing and development of medium term expenditure frameworks. Effective management of donor resources remains a key challenge in most Pacific countries. Countries require capacity development in sector planning and monitoring consistent with their enhanced roles and responsibilities under the <i>Paris Declaration</i>. Finance for education: Securing sustainable finance for education is a major challenge. Most governments have made significant commitments reflected in the high share of government spending allocated to education and also education's share of GDP which is high in the Pacific compared to other regions. There are major challenges in the structure of education budgets, with a very high proportion allocated to salaries, the relatively small allocations to TVET and NFE and the narrow range of revenue sources. Monitoring & Evaluation and Education Management Information Systems (EMIS) Challenges include efficiency, functionality and sustainability of EMIS, inadequate and weak infrastructure, and human resource capacity. The lack of appropriate data at country level has hampered effective monitoring of EFA and MDG goals. Small Island States (SISs): The needs of SISs have been prioritised by the Forum leaders and are also specifically prioritised in the MDGs. Absorptive capacity within these Ministries is very thin. Intergovernmental relations in education: Where there are layers of public decision-making it is vital that roles and	Policy and planning: Further development of sustainable and well integrated sector frameworks. Further capacity development in policy development, planning, M & E, implementation, finance and costing. Note: The strengthening of education sector planning at national level, supported by regional collaboration, has been the key objective of PRIDE. Aid management: Strengthening sector wide approaches to education tailored to the local context in each country. Strengthening commitment to the <i>Paris Declaration</i> principles amongst countries, donors, development partners and strengthening a sense of mutual accountability in support of these principles. FE dMM endorsed priority 2007). Financing for education Broadening the revenue base for education and training. Identification of areas where efficiencies may reduce the salary component of education budgets. (FE dMM endorsed priority, 2001 & 2002) Monitoring & Evaluation and Education Management Information Systems (EMIS): Data collection

responsibilities are clear and communication processes are effective. Governance and state fragility: The OECD has identified 5 out of 35 fragile states to be in the Pacific region. The development challenges impacting on education in these countries are more complex and urgent than elsewhere: fewer people have relevant skills, there is more organisational disintegration, the environment is less enabling to development, there are additional stakeholders, and there is a more focused trade-off between short term and long term.	improvement; EMIS development and improvement. Human resource capacity development in EMIS data analysis and interpretation and evaluation. (FEdMM endorsed priority 2007) Small Island States (SISs): Capacity development and in some cases capacity supplementation. Intergovernmental relations in education: Ensuring capacity development addresses all relevant levels of authority. Where appropriate further devolution of responsibilities to local authorities for management of schools. Strengthening accountability at all levels. Improving communication processes. Developing Partnerships Mobilisation of national and regional commitment for the priorities identified in the PEDF. Greater participation by non-government partners to increase the level of resources available, and increase the relevance and effectiveness of the learning process.
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CROSS-CUTTING THEME 1: LANGUAGE & CULTURE: Culture has been defined by Pacific researchers as a shared way of life of a group embracing knowledge, understanding, skills, values, histories, myths, art and dance – expressed through language. Maintenance of Pacific languages is central to cultural preservation. The Rethinking of Pacific Education Initiative and the PRIDE project have been at the forefront and have given considerable momentum to the promotion of the importance of language and culture in education sector planning.

Outcome to be achieved: The cultural values, identities, traditional knowledge and languages of Pacific peoples are recognised and protected (Pacific Plan Objective 11)

Challenges	Priorities & Strategies
Language, culture and life skills loss: A critical challenge is arresting the loss of language, culture, identity and life skills that has been occurring through the multi-faceted impacts of globalisation and the population drifts to the expanding urban settlements. Language learning in schools: Community misconceptions regarding language learning. Addressing the mismatch between policy and practice in language learning in schools. Exam oriented systems have resulted in neglect of Pacific culture in curriculum, and educational practice. Equity: Inequalities in language learning and outcomes in Pacific societies based on location and language background. Language policy in education Pacific countries are grappling with the issue of determining which languages are to be used for learning and assessment. The challenge for Pacific countries is to develop language policies that both enable all students to progress through the education system and provide a framework and mechanism for the maintenance and expansion of Pacific languages.	Quality: Greater emphasis on Pacific vernaculars, with immersion in early years of schooling. Through a range of strategies, promotion of the unique identity and values of Pacific peoples. Promotion of culture and values education in schools. Efficiency & Effectiveness: Development of language policies in education and language policy strategy frameworks. (FEEdMM endorsed priority 2004) Establishment of national authorities such as language commissions. Improve the transmission, cultural values, skills and knowledge in educational systems, particularly in schools, for improved sustainable livelihoods and well being and identity to strengthen the cultural sector. Improve the management of existing cultural institutions, the professionalism of cultural workers and producers and the valuing of higher learning in the area of culture, as well s further upskilling in the area of heritage management. At the national level, development of sets of strategies to “rethink” the education system so that it is relevant and better reflects national (Pacific) culture, values, skills and traditions.

CROSS-CUTTING THEME 2: STUDENTS WITH SPECIAL EDUCATIONAL NEEDS AND INCLUSIVE EDUCATION

In its broadest sense inclusive education is an approach which seeks to address the learning needs of all children, youth and adults with a specific focus on those who are vulnerable to marginalisation and exclusion. Inclusive education implies that all learners with or without disabilities are able to learn together through access to common ECCE provisions, schools and community educational settings with an appropriate network of support services. The commitment to IE approaches and philosophy has become a key priority in Pacific education since FEDMM 2001. In 2003 the Pacific Forum Leaders endorsed the *Biwako Millennium Framework for Action* which advocates an inclusive, barrier-free, rights based society for persons with disabilities in Asia and the Pacific. Despite policies for compulsory education, there is evidence across the Pacific of children vulnerable to marginalisation and exclusion through poverty, HIV and AIDS, and physical isolation due to geographical location.

Goals/targets: At 2002 FEDMM Ministers set a target for Pacific countries in respect of enrolling children with disabilities in school: Ministers agreed to address the issue of access to education for children with disabilities in their countries, with a view to increasing the number of such children attending school and, within the context of each country's situation and capacity and finance available, aim for a target of 75% of children with disabilities able to complete a full course of primary school by 2010.

Forum Leaders endorsement of *Biwako Millennium Framework for Action*.

Inclusive Education Guidelines from a Pacific Perspective, UNESCO, 2007

UN ESCAP Asia/Pacific Proclamation on the Full Participation and Equality of people with Disabilities has been signed by most Pacific Island countries.

Challenges	Priorities & Strategies
Access: Analysis of disability is only beginning in many Pacific countries. People with disabilities are the poorest and most marginalised members of society; it is estimated that less than 10% of children/youth with disability have access to any form of education. Negative cultural attitudes regarding disabled people are still prevalent. Quality: Trained teachers and inclusive education strategies are still lacking in many countries; there is a lack of appropriate teacher equipment; school environments need to be modified for full accessibility. Curriculum and assessment procedures tend to be inflexible regarding children with special needs. Policy & institutional framework: Lack of policy frameworks for the special needs population; while data collection and identification of special needs children are still in early stages of development. Lack of early identification and intervention services, particularly for visual and aural impairment. Despite the commitments made at Leaders level, there is a need for greater political commitment to legislate protection, policy development and implementation. Transportation and mobility barriers while often really, are also part of a mindset that restricts participation.	Quality: Capacity building at all levels – addressing both short and long term needs. . Efficiency & Effectiveness: Establishment of Ministry coordinating structures at national level Policy development for special needs and inclusive education. Enhancing budgetary allocations for school, TVET and community development in IE strategies and approaches. In-service education for classroom teachers and TVET trainers for working with different categories of the special needs population. Improving Ministry databases to identify and track special needs children in communities. Countries and Ministers to encourage the paradigm shift from the charity and medical models to social and rights-based models of disability. Encouragement of development partners to provide scholarships for training within the region in SNE and IE. Note: Above priorities endorsed by FEDMM 2002 & 2007.

CROSS-CUTTING THEME 3: GENDER AND EQUITY Note: In the FBEAP Review countries acknowledged that gender and equity issue are of relatively low priority in the education planning context. Despite this there are still some considerable challenges to be met.

Goals/targets: EFA Goal 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.

EFA Goal 4: Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

MDG 3: Promote gender equality and empower women.

Indicator: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of secondary schooling.

UN Conventions

CEDAW: Convention for the elimination of all discrimination against women.

Challenges	Priorities & Strategies
Equitable participation and achievement for both boys and girls. Educational participation of girls in secondary education and TVET. Cultural factors still inhibit female participation in education, particularly in Melanesian countries. Significant gender differences in literacy in many countries. Lagging educational performance of boys in primary and secondary education. Combating geographically related educational disadvantage, in particular children and youth in remote, rural and urban settlements.	Access & Equity: Improvement of educational participation of girls in secondary education and TVET. Efficiency & Effectiveness: Implementation of integrated strategies for gender equity in education. Development of advocacy and communication strategies that address where appropriate the need for changes in values, attitudes and practices in respect of gender. Research into educational achievement of boys and girls. Gender analyses of access and quality to support education policy and budget revisions. Commitment of resources to support implementation of gender policies that have been developed. Note: Above priorities endorsed by FEdMM 2001.

CROSS-CUTTING THEME 4: INFORMATION AND COMMUNICATIONS TECHNOLOGIES (ICT)

As information and communication technology (ICT) becomes more accessible, Pacific education systems are making increasing use of the advantages it affords. Many countries, particularly the SISs, are searching for regional strategies that will assist in addressing access gaps and improve the quality of education. Ministers and Forum leaders have identified ICT as a priority area for development in education and training. Research conducted by development partners in other regions in utilisation of ICTs in education has produced encouraging results with students more interested and motivated, absenteeism reduced, learning as measured on test scores improved, collaboration and teamwork enhanced, and communication and computational skills improved. Some preliminary results of trials of the OLPC initiative are also consistent with this research. There is now a potential for Pacific countries to move beyond incrementalism and with assistance of ICTs make a quantum leap forward in realising goals of access, quality and equity in education.

Goals/targets: MDG 8: Develop a Global Partnership for Development

Targets:

In cooperation with the private sector, make available the benefits of new technologies, especially information and communication technologies.

Challenges	Priorities & Strategies
Advocacy and understanding: The potential that ICT holds for enhancing learning and improving the delivery of educational content has only recently begun to be appreciated. Computer literacy is still at a low level including amongst teachers. Access: This is still a major challenge. In several Pacific countries the majority of school children, particularly in rural areas have no access to the internet and little access to computers. This creates the ‘digital divide’. Resourcing: cost of accessing ICT is still a serious impediment; budgetary provision is necessary for ongoing recurrent costs. Poor levels of communications infrastructure and electricity supply availability still restrict usage of ICT in many areas. There is a need for major investment in human resource capacity and skill development. Policy and system administration: Policies need to be developed within Ministries of education and at whole of government level for development and utilisation of ICT in education.	Access & Equity: Development of models to bridge the rural-urban digital divide. Sharing and replication of best practice within the region to improve access and especially for remote and rural communities (FEdMM endorsed priority, 2007). Quality: Promotion of computer literacy amongst teachers. Research and evaluation of ICT projects in the Pacific. Provision of wider access to ICT training at all levels. Making electronic resources more available to schools. Making a start in creating an elearning content capacity into curriculum development. Capacity development and awareness about ICT and education in all sectors of education. Efficiency & Effectiveness: Identification of critical success factors for cost-effective use of ICT. Systematic assessment of policies, strategies, costs, and benefits. Development of coherent and coordinated ICT frameworks at regional, national and education sector levels. Encouragement of coordination with national regulatory authorities to create national ICT policies. Priority to be given to ICT needs in education in context of Regional Digital Strategy (FEDMM endorsed priority 2004 & 2007).

CROSS-CUTTING THEME 5: EDUCATION FOR SUSTAINABLE DEVELOPMENT (ESD)

The 1987 report of the World Commission on Environment and Development defined sustainable development as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. Education is critical for promoting sustainable societies and improving capacity to address environmental and development issues. Pacific Island countries pledged support for ESD in the Mauritius strategy (2005) for the Further Implementation of the Program of Action for Sustainable Development of Small Island Developing States.

This section of the PEDF is based on the Pacific ESD framework and Action Plan prepared by UNESCO and ISP and endorsed by Forum Education Ministers.

Goals/targets: The overall goal of ESD is to integrate the values inherent in sustainable development into all aspects of learning to encourage changes in behaviour that allow for a more sustainable and just society for all.

The Goal for the Pacific (drawn from the Pacific ESD Framework) is to empower Pacific peoples through all forms of locally relevant and culturally appropriate education and learning to make decisions and take actions to meet current and future social, cultural, environmental and economic needs and aspirations.

Challenges	Priorities
Pacific nations are highly reliant on biological resources and healthy ecosystems. These systems are being threatened as a result of loss of biological diversity, land and coastal degradation, land and sea-base pollution, changing weather patterns, and increased salinity levels of fresh water to mention a few. Lack of understanding among the Pacific peoples and weak institutional capacity in environmental planning and management makes the people of the region vulnerable to these threats. The challenges affect all Pacific countries but the special situation of Small Island States in relation to sustainable development is an acute challenge.	Note: Detailed priorities are identified in the Draft Pacific ESD Action Plan (endorsed at FEdMM 2007). Main priority is capacity development in formal and informal education targeting individual, institutional and systemic capacity. The ESD framework identifies three priority areas - formal education and training, community based education and policy and innovation. Some specific priorities within these areas are: course material and sustainability content development in school and TVET curriculum; incorporation of ESD principles in PRIDE and FEdMM mechanisms; mainstreaming ESD approaches into teacher training programmes; increasing community understanding of ESD; researching and highlighting good practice relating to ESD.

CROSS-CUTTING THEME 6: HIV AND AIDS: The spread of HIV and AIDS is a major cross-cutting development challenge in the Pacific already impacting significantly on the education sector. The Pacific Regional HIV and AIDS program notes that HIV and AIDS is now a generalised epidemic in Papua New Guinea (PNG), and while the rest of region is deemed a low-prevalence environment, the number of HIV positive cases continues to grow. It is widely recognised that HIV and AIDS has the potential to decimate not only the health status of Pacific populations but also the social and economic fabric underpinning Pacific communities.

Goals/targets: MDG Goal 6: Combat HIV and AIDS, malaria and other diseases.

Indicator: Have the spread of HIV and AIDS halted by 2015 and begun to reverse.

The goal of the Pacific strategy is to reduce the spread and impact of HIV and AIDS, while embracing people infected and affected by the virus.

Challenges	Priorities & Strategies
HIV and AIDS is a major cross-sectoral development challenge in the Pacific. It has reached endemic proportions in PNG and because of risk factors such as the high proportion of young people in the population; the significant movement of people into, through and out of the region; and, in particular, high rates of other sexually transmitted infections (STIs) the potential for HIV and AIDS to have significant education impacts is great. HIV and AIDS is also a gender issue. While it affects both men and women, women are more vulnerable.	Reduction in the spread and impact of HIV and AIDS. Provision of a caring and supportive environment for those affected by HIV including teachers and students. Inclusion of HIV and AIDS prevention into formal school curricula Mainstreaming HIV and AIDS into education sector planning and implementation. Pacific Regional Strategy on HIV and AIDS 2004-08 was coordinated by SPC through a broad consultative process and endorsed by Forum Leaders in 2004. A second Pacific Regional Strategy (2009-2013) has been endorsed by Leaders and is being implemented by a range of partners. The strategy embodies a regional approach where nations work together to develop more effective responses to HIV and AIDS.

CROSS-CUTTING THEME 7: YOUTH: Approximately 20% of the population in Pacific countries is in the age cohort 15-24 years. This cohort is growing rapidly and faster than the education and training opportunities being provided. A strong message from the FBEAP review has been this lack of opportunity for Pacific youth directly and indirectly contributing to a vast array of social problems. In many respects TVET (formal and non-formal) has become the provider of second and third chance opportunities for many young people. A holistic approach to Pacific youth is needed encompassing development of a range of alternative forms of secondary education and pathways. Ministries of education are often not the lead agency in youth affairs. However their role is significant and implications of failure to address youth issues are far-reaching on education and training.

Goals/targets: A number of the MDGs are linked to youth issues.

MDG 1 (Eradicate extreme poverty and hunger) and **MDG 2** (Achieve Universal Primary Education) target the underlying economic and structural factors which contribute to many of the critical youth issues.

MDG 3 (Promote gender equality and empower women) which targets Gender equality is a critical youth issue.

MDG 6 (Combat HIV and AIDS, malaria, and other diseases) targets critical health issues impacting on youth

Pacific Plan : Objective under Sustainable Development: Enhancement of advocacy for and coordination of youth programmes and monitoring status of youth.

Challenges	Priorities & Strategies
Out-of-school youth has become a growing marginalised group across the Pacific education and training systems. Countries have been struggling with responding to this challenge in terms of providing some meaningful ‘second-chance’ learning opportunities. With many students not completing secondary school, youth problems such as violence, substance abuse, alienation, teenage pregnancies and HIV and AIDS are assuming serious proportions. This is symptomatic of more serious concerns about the quality and more specifically the relevance of programmes provided in schools. Equity: Poor performance of boys in secondary education is a critical challenge. Policy and Strategy: There is fragmentation and compartmentalisation of government country responses to youth issues. Policy frameworks are not generally reflected in coherent and well coordinated youth strategies.	Establishment of strong government structures at national level to coordinate youth activities. Development of more flexible pathways in secondary education. Development of a qualification system that gives recognition to achievement through a range of assessment evidence reducing the rate of ‘push outs’ through examination failure. Greater coordination of policy interventions targeting youth issues. Expansion of TVET and NFE to address the needs of youth who have dropped out of formal education. Development of counselling services in schools and training of personnel. Giving youth a greater voice in relevant development dialogue and decision-making.

CROSS-CUTTING THEME 8: POVERTY: The FBEAP Review has found that one of the major emerging development challenges in the Pacific is the growing incidence of poverty. Reliable comparable data on poverty incidence is limited, although all countries have elements of poverty and hardship.

Very high levels are reported in PNG, Solomon Islands, Fiji and Kiribati.

The root causes of this rise in poverty are associated with developments in the global political economy. The direct manifestation of this in the Pacific is the erosion of traditional safety nets through expanding urbanisation, population growth and drift from rural and outer island communities and the growth of cash economies and household cash dependency.

With the conversion of productive land to other uses as a result of urbanisation, food security is becoming a key issue for many families. With respect to education, this increased poverty, not just in the urban settlements but also in rural areas, is generating a new marginalised group, for whom traditional service delivery strategies may not be effective.

Many countries have high rates of access to education but this is in danger of slipping in the face of increasing poverty as children from poor families tend to have poor attendance rates. This is a key emerging challenge for Pacific education systems.

Goals/targets: MDG 1: Eradicate extreme poverty and hunger.

Challenges	Priorities & Strategies
The challenges associated with increased poverty and urbanisation are multi-sectoral. Although access rates for basic education are over 90% in the majority of Pacific countries the challenges of reaching out to the remaining 10% are considerable and where this group is associated with poverty and other forms of disadvantage new delivery strategies are needed.	Development of differential resourcing arrangements, including school grants formulae, to reflect high/extreme socio-economic disadvantage. Review of school fees policies, where appropriate, and where these are seen as a barrier to access in basic education. Development of new and different strategies to reach out to the poor. <i>[It is increasingly recognised that the excluded will not adapt to mainstream systems.]</i> Development of integrated cross sectoral approaches to address food security, health, and housing issues. Research, household surveys and studies on barriers to accessing education amongst the poor and isolated and marginalised groups. Explicit consideration to be given to context of education in development of National Poverty Reduction Strategies.