

**REPUBLIC OF VANUATU**

**EDUCATION MASTER PLAN**

**October 7, 1999**

## I. GOALS FOR EDUCATION IN VANUATU

1. This document sets forth the broad strategy for the development of our education system over the next ten to fifteen years and well beyond that. Background information and detailed strategies may be found in the annexes and in shorter strategy documents which will be developed over time, usually with technical assistance and as part of project preparation. It must be recognized that planning is a *process*, not an event: we intend to continue this planning process over time, as new data and information become available, and in order to meet the changing requirements of our developing economy and society.

2. This Education Master Plan has been prepared within the mandate of the Comprehensive Reform Program (CRP). The CRP, endorsed at a National Summit held in June 1997, envisages a redirection of resources “to the delivery of social services especially education, which is the key to personal, social, political, and economic development.” Education is seen as playing a critical role in the whole reform process, contributing directly to economic growth by providing a more literate and better skilled labor force and being “the single most important tool for building an equitable society.”

3. Our goals for the education system in Vanuatu include the following:

### Access

We desire to provide **basic education** of eight years for all children by the Year 2010. Since basic education will be terminal for two thirds or more of our children, our greatest effort must be made at this level.

We wish to increase access at other levels and in other types of education, including **secondary education, vocational and technical education, and non-formal education**, but we recognize that expansion at these areas should be geared to likely employment possibilities in the developing economy. In vocational and technical education, in particular, we need to strike a balance between **technical education** needed for the formal sector and **vocational and life skills** for the bulk of school leavers who will not find paid employment.

We will continue to search for ways to ensure that the best of the young people completing secondary education will have access to **higher education**, regardless of the main language in which they have done their previous studies.

We wish to provide second chances for ni-Vanuatu who for whatever reason must interrupt their education, in particular through **distance education**.

We wish to cater adequately for those of our children and youth who are **disabled** in one way or another.

### Relevance

We intend to use our education system to help us value and preserve our **linguistic and cultural heritage, identity and diversity**.

We intend to ensure that our education system provides the **skills** children need if they are to function in Vanuatu and in the wider world society and economy.

We intend to continue to improve our curriculum so that it corresponds ever more closely to Vanuatu's **economic and social development needs**.

### Quality

We intend to provide education of higher quality than at present.

We intend to improve and expand **teacher education** (both pre-service and in-service).

We intend to strengthen the **supervision** of teachers and the **inspection** of schools, so that teachers' needs for technical support are met and so that we can be assured that our education system is functioning as it should.

We intend to provide appropriate education **infrastructure** which may be very simple but which allows the learning process to occur adequately.

Having made a very successful start in the development of the **curriculum**, we intend to continue the process, with constant improvements and changes as necessitated by our changing society and world. Based on the revised curriculum, we intend to provide the **textbooks and other teaching materials** needed to teach the curriculum.

We intend to improve the **examinations system** so that it will serve us not only to select children for higher levels of education but also to allow us to evaluate their progress and the strengths and weaknesses of the educational process.

### Equity

We intend to strive to make our education system ever more equitable.

We will strive to ensure that the education provided in **rural** areas compares well with that provided in **urban** areas, and, in particular, that all our children have access to basic education.

Similarly, we will strive to ensure that the education provided in **poor** areas of the country compares well with that provided in **wealthier** areas, and, in particular, that children of poor families have access to basic education.

We recognize that in a democracy, **language** usage cannot be imposed, but we intend to ensure that there is an equitable distribution of resources to schools of the same level and type, whatever may be the medium of instruction.

### Language Policy

We intend to follow the mandates stated in our **Constitution**, which provides that “The Republic of Vanuatu shall protect the different local languages which are part of the national heritage” and “The principal languages of education are English and French.”

We intend to use our education system to develop writing systems, over time, and as resources are available, for as many as possible of our **indigenous vernacular languages**. As materials become available, we intend to use them in the early years of basic education.

We wish to preserve **English and French** as the principal languages of our education system, which we intend should continue to be a dual system, although we hope that in the future it can become increasingly bilingual at the upper levels of the system.

We intend to strive to create a society in which all citizens feel at ease in at least one international language and in which our secondary-school graduates can function well in either.

### Partnerships

Recognizing that the task is too vast to be achieved by the Government alone, we intend to enhance collaboration and partnerships among **Government** at all levels, **churches**, **non-governmental organizations**, **women’s groups**, **parents**, **communities**, **the private sector**, and **donors** in the achievement of education objectives.

### Management of the Education System

We intend to improve the **management** of the education system, through the development of appropriate policies and accompanying legislation which are seen to be fair and transparent by all and which are enforced.

### Sustainability

Our education system must be **cost-effective** such that available resources are used as effectively as possible.

We intend to rely on bilateral and multilateral **donors** for much of our technical assistance needs and for all of our investment budget for education for the foreseeable future.

The expansion and improvement of our education system will, however, need to be undertaken only as fast as **our own resources** permit us to operate and sustain the entire system.

## II. SUSTAINABILITY

4. Although “sustainability” is mentioned last in the list of our objectives, we intend to focus on it first, since the availability of resources will determine what we are able to do. If our objectives are too ambitious, we will be unable to achieve them, expectations will have been raised and then frustrated, and social discontent is likely to be great. Therefore, we intend to proceed with caution, recognizing, however, that projections and plans can easily be modified either upwards or downwards as the economy develops and actual data become available.

5. Available Resources (Annex 1). Although GDP is believed to have risen by only 1% in real terms in 1998, the background economic and financial situation in Vanuatu is encouraging, especially in view of the endorsement and progressive implementation of the Comprehensive Reform Program. The CRP forecasts higher economic growth (about 3%) in 1999 and 4% in 2000 and thereafter. The historical growth rate since Independence has averaged about 3% per year. For the purposes of projecting available resources, we have used 3% a year; projections can be revised upwards if economic growth turns out to be more than that. The CRP forecasts that Government revenues as a percentage of GDP will rise from 23% to 27%. Within the Budget, expenditure on education was increased by 10% in monetary terms in 1998 and 1999 and 2000, reflecting the Government’s indication of increased priority for education. Education’s share in the Government’s recurrent budget has fluctuated over the years, falling as low as 19% but rising in 1998 to 22%. The Government’s intention is to raise the allocation to Education to 26% of the Government recurrent budget by the Year 2000 and then keep it at that level. Assuming 3% annual growth of GDP, and assuming that government expenditure rises to 27% of GDP (as specified in the CRP), and education expenditure equals 26% of government expenditure, the education budget in 2010 in real terms (at 1998 prices) would be Vt. 3.0 billion (which is 1.8 times the amount in the 1998 Budget). We calculate that this budget would not permit the achievement of universal education to Grade 10 by 2010. It should, however, permit the achievement of universal education to Grade 8, subject to certain assumptions relating to expenditures and cost-savings as set forth below.

6. Unit Costs. Per-pupil costs are high, averaging over Vt. 25,000 in primary schools, Vt. 78,000 in secondary schools, and Vt. 110,000 in senior secondary schools: relatively, these costs are significantly higher than in a recent survey of 14 Asian countries. The high costs of education in Vanuatu relate to (1) the low pupil-teacher ratios, which stem from the proliferation of small primary schools (with separate provision for Anglophone, Francophone, and church schools of various denominations, all essentially financed by the Government), (2) high teachers’ salaries (although teachers’ salaries have not been increased since 1994), and (3) boarding costs (although these are largely met by parents). Any attempts to reduce, over time, the relatively high per pupil costs should take into consideration all three of these factors. Financial contributions to schools by parents are already at high levels (up to Vt. 75,000 per year in senior secondary schools) and it is doubtful that these could be increased. Already, very high fee payments to schools must put the cost of secondary education beyond the reach of many of the poorer families.

7. A number of projections have been done, under varying assumptions about pass rates, repetition rates, drop-out rates, and enrollment rates. The projections demonstrate that Vanuatu will be *unable* to afford ten years of basic education for all, even if there are no improvements in education quality (as reflected in higher unit costs). They demonstrate further that eight years of basic education for all will be possible *only* if certain cost-savings measures are introduced and if the expansion of the system beyond basic education (i.e., Grade 9 and above) is severely restricted. In particular, as a cost-saving measure (but also for other reasons), we propose to offer Grades 1 and 2 at the community level using teachers chosen from the community who will not be paid as much as qualified primary-school teachers.

8. Rationalization of Primary Education. The Ministry of Education has recently completed an up-to-date inventory of all schools in the country. On the basis of the new school map, and with a view to achieving cost savings and efficiency gains, we intend to undertake, on a community-by-community basis, a study of the feasibility of merging small primary schools where these are to be found relatively close together. We will negotiate with the various church bodies, with a view to urge the desirability of merging small primary schools, and the community will be closely involved in the discussion. This will be a difficult process, both in terms of religion and in terms of language, yet the exercise *must* be done if Vanuatu expects to have adequate resources to undertake and sustain all the other initiatives envisaged in this Education Master Plan.

9. Rationalization of Higher-Level Training. There is inefficiency and duplication of effort in the current situation in which a large number of Government agencies operate many independent training centers. The possibility of further rationalization of Government-supported training will be studied, including the feasibility of establishing a single, multi-campus, multi-discipline national institute with responsibility for providing post-secondary technical and continuing education and training.

### III. ACCESS

10. Basic Education. Since Independence, we have striven to provide basic education of six years to all our children, and access at that level is now virtually universal. We would now like to expand the basic education cycle to eight years. The National Education Commission has determined that an eight-year cycle of basic education is a reasonable goal for Vanuatu at this point in its development.

11. Initial Education. We intend to introduce vernacular-language education in the early years of the basic-education cycle. This proposal is discussed at length in Annex 2. We intend, over a period of ten years or more, to establish community-built and -maintained schools in virtually every village and hamlet, based on Vanuatu's hundreds of existing kindergartens wherever possible, in which a preparatory year and Grades 1 and 2 will be offered in the local vernacular language. Children will hear either English or French in the classroom from the beginning, but will be taught in a vernacular language chosen by the school committee, in cooperation with the parents. In urban areas, the parents may choose Bislama, since almost all urban children are fluent in Bislama by school age, and it is the language they commonly use to interact with one

another. Children will start studying English or French in the second half of Grade 2; instruction in Grade 3 and thereafter will continue to be in English or French.

12. As set forth in the Annex, this initiative is being undertaken on cultural, financial and pedagogical grounds and in the conviction that it is the single best measure Vanuatu can take to preserve its cultural heritage, expand access to education, and improve the quality of education. At present, some children in Vanuatu need to walk an hour or two to arrive at the nearest primary school. This measure will enable the smaller children (ages 5-7) to continue to live in their homes and be taught by a teacher living in the village, known to everyone, and speaking the vernacular language. Teachers will be mature individuals who are respected in the community (e.g., retired teachers, community leaders) and who have completed at least ten years of education.

13. This system is already being piloted; the pilot will continue in 2000. The new system will be introduced nationwide gradually, over a period of at least ten years; during this time, the existing system will continue wherever the new system has not yet been introduced. The major constraint on its introduction will be the ability to produce basic learning materials in vernacular languages for a preparatory year and for Grades 1 and 2. Obviously, given that Vanuatu has more than 100 vernacular languages, at least half of them not yet written, this will take several years. Some written materials exist in up to 50 of the country's vernacular languages. For the development of appropriate materials in vernacular languages for the preparatory year and for Grades 1 and 2, we intend to involve technical assistance from linguistic experts and from non-governmental agencies present in Vanuatu for some years, which have developed pragmatic methodologies for producing learning materials quickly and well, and which are eager to help.

14. Teachers will draw upon community knowledge for the content of their courses, based on the nationally established curriculum, and will undergo short-term training (in ten to twelve modules, over two years) in pedagogy. A salary scale providing for lower salaries than for primary teachers will be developed.

15. Later Basic Education. If Grades 1 and 2 are progressively offered in village- and hamlet-based community schools, then the classrooms in existing primary schools used heretofore for these two Grades will become vacant and can, with suitable modifications, be used for Grades 7 and 8. Similarly, teachers in existing primary schools will no longer need to teach Grades 1 and 2, such that through teacher redeployment and upgrading within the school, the existing teaching staff can, with appropriate in-service training, be used to teach Grades 3-8. It will be necessary to provide each school with science and technology equipment for Grades 7 and 8 as well as a multi-purpose facility with a bush kitchen and an area for science and technology activities. Children completing Grade 6 in areas where the vernacular-language schools have been introduced will be able to continue on to Grades 7 and 8 in the same school, without having to undergo the present Grade 6 selection examination. Although some children live an hour or two from the nearest primary school (most of which in rural areas at present serve several villages), they will now not need to walk to it until Grade 3 (at roughly age 9 or 10). Primary schools offering Grades 3 through 8 will continue to be built and maintained by communities with the help of the government (teachers' salaries and teaching materials) and, in some cases, the churches or other non-

governmental organizations. This proposal has support among parents, who see two great advantages: (i) under the new proposal, their children will be guaranteed a place in Grades 7 and 8 and (ii) their children aged 12 and 13 can stay at home and attend Grades 7 and 8 nearby, without the parents' having to send the children away to boarding school (with the related high transportation costs and boarding fees).

16. Vocational Training for Children Leaving School after Basic Education. The large majority of children who will leave school after 8 years of basic general education will have little opportunity to obtain vocational skills which will equip them for work in either paid or subsistence employment. We intend to provide more and better quality vocational training (Annex 3) for those children by supporting the expansion and development of the system of Rural Development Training Centers (RTCs). These centers are private, independent, established and funded by communities and through student fees in response to felt community needs, and do not require Government funding to support their operations. At present, technical assistance is provided to RTCs through an umbrella agency named the Vanuatu Rural Development Training Centers Association (VRTCA). VRTCA will be strengthened to enable it to (i) appraise the capacity and willingness of a community to support a new RTC and (ii) make small grants of "seed money" to newly established RTCs to enable them to start up operations. In order to preserve the independence and quick, pragmatic, demand-driven nature of the RTCs, funding be passed to them through VRTDCA.

17. Secondary Education. If Grades 7 and 8 are progressively offered in primary schools having Grades 3 through 8, then the existing schools which offer Grades 7 through 10 will have excess capacity (both classrooms and teachers) and can be progressively converted into schools offering Grades 9 through 12. Schools which at present offer Grades 7 through 10 exist in every province; it will therefore be possible to have secondary schools offering Grades 9 through 12 in each province. Obviously, some upgrading of both teachers and facilities will be needed. It is our intention, over time, to establish at least two such schools in each province, one English medium and one French medium. This proposal has received considerable support from provincial education authorities and from parents, who will be able to send their children to secondary schools through Grade 12 in their own province, thus avoiding expensive transportation costs as well as physical and emotional separation.

18. Technical Education (Annex 3). We propose to strengthen the role of the National Institute of Technology of Vanuatu (INTV) in further and continuing education by introducing regulatory changes which will give INTV more flexibility to offer formal, informal and continuing education and training programs in response to community and industry demand. We will strengthen INTV's national role in the development and improvement of the various forms of technical and vocational education and training. INTV will become a technical and vocational education and training center of excellence with involvement in technical and vocational education, dissemination of training resources, development of technical/vocational curricula, and the technical component of teacher training.

19. Centers of Excellence. In the Anglophone system, Malapoa and Matevulu Colleges offer, in addition to Grades 11 and 12, the bursary program (Grade 13); in the Francophone system, the Lycée in Port Vila offers Grades 13 and 14 in addition to



Grades 11 and 12. These three institutions will be strengthened so that many or most of their graduates will be able to proceed on to university education. This proposal is based on the experience of other countries including Tonga, where the best secondary-school students are brought together in a single boarding school during their last year, and where 95% of these students then obtain admission to the university. At present, Grades 13 and 14 are offered because Grade 12 graduates do not have sufficient preparation to proceed directly on to the university. Over time, with improvements in quality throughout the system and particularly in these centers of excellence, Grade 14 at the Lycée may become unnecessary. Any changes, however, will be made only after exhaustive evaluation and established a case for dropping them.

20. Higher Education. Beginning with the proposal to introduce literacy education in vernacular languages, all of the above proposals should result in improved learning results. In addition, a number of quality inputs discussed below, including efforts to improve the learning of the second international language, should result in a higher percentage of young people able to obtain acceptance at institutions of higher education and pursue university courses successfully. In particular, if the teaching of the second international language is improved dramatically, students will be able to seek admission to both Anglophone and Francophone universities. Thus young people who have been taught in the Francophone system but who have also mastered English can seek admittance to the University of the South Pacific and other Anglophone universities. Other proposals to expand opportunities for higher education will be considered on their merits.

21. Distance Education (Annex 4). Until now, distance education in Vanuatu has been provided mainly through the University of the South Pacific for students seeking to qualify for USP Foundation (pre-tertiary) Programs and for some of the tertiary programs of that institution. The recent establishment of a branch of the Association of Universities Teaching Entirely or Partially in French and the Group of Universities Expressing Themselves in French (AUPELF/UREF) promises similar access to French-medium higher education. We propose, when funding becomes available, to establish a distance-education system throughout the country which will offer a second chance for secondary education, particularly for those young people pushed out of formal education after Grade 6 (under the old system) or Grade 8 (under the new system). We intend to explore whether the successful junior-secondary Distance Education Program of Papua New Guinea (Grades 7-10, and to be expanded to include Grades 11-12) offers a model for possible adoption in Vanuatu. Over time, all courses currently offered in the classroom in secondary education will also be offered by correspondence, supplemented by radio and other media as resources permit.

22. Education for the Disabled (Annex 5). Within Vanuatu the major vehicle for the education of the disabled has been the Vanuatu Society for Disabled People (VSDP). VSDP has a central unit in Port Vila and a field worker in each of the six provinces. The role of the field workers is to identify the disabled in all categories, physical and intellectual, to design and implement programs for each disabled person, and to secure locally the cooperation and particular resources which will make possible the development and education of the individual in question. Local cooperation has often been freely given and has resulted in positive and important results through the efforts and class and head teachers. It is clear, however, that the number of disabled in school is only a small portion of the total number of school-aged children with disabilities. We propose to appoint an officer in the Ministry of Education with a specific responsibility for the development of policies and programs for the education of the disabled at all levels of the education system, and to be the official representative of the Government to VSDP. We also intend to incorporate components about the needs and education of the disabled officially into the curricula of all programs of Vanuatu Teachers College. Finally, we will designate one primary school in Port Vila and one in Luganville as the national centers for education of the disabled, and we will assign resources (obtained from donors, if possible) to enable these schools to provide effective education for disabled children and youth.

#### IV. RELEVANCE

23. Vernacular-Language Education. As described in Annex 2, a major innovation in our education system will be the adoption of vernacular-language education in the early years of basic education. In addition to its pedagogical and financial merits, this proposal has received widespread support because it would greatly increase the relevance of education to Vanuatu's culture, history, identity, and reality. Vanuatu is fortunate in that there are a number of valuable resources on which to begin programs in local languages. They include the Pacific Languages Unit of the University of the South Pacific, the National Community Development Trust, the Summer Institute of Linguistics, the Vanuatu Cultural Center and World Vision Vanuatu. In addition, there are hundreds of preschool classes supported in part by the Vanuatu Preschool Association. In addition to use of the local language as the medium of instruction, vernacular-language education in the early years of basic education would be more relevant because each local teacher, using materials produced by the Curriculum Development Center, would draw examples for the teaching of all subjects from the local community. In addition, teachers would draw on community knowledge (parents, chiefs, village elders) for assistance in developing specific content and in classroom teaching. Thus children will be well-grounded in their local language, culture, history, and heritage before they proceed on to knowledge of foreign languages and the wider world.

24. Curriculum. There is general recognition that the present curriculum for both primary and junior secondary education, as reflected in the new textbooks which have recently arrived in the schools, is far more relevant to Vanuatu's needs and reality than anything available in the past. Since the books have only recently arrived and are only beginning to be used, they are not yet well known by the public, in general, and by parents, in particular; the perception that "education is largely irrelevant to life" may therefore change rapidly, once the new curricular materials are in wider use, and once they have been supplied in all subjects at all grades in adequate numbers. The completion of the present unified primary curriculum materials is the single most important task in the short term. New subjects which need to be developed for Grades 1-6 include physical education (play, games, fitness) and arts (drawing, dance, singing, drama). An increase in the number of hours of teaching of language and mathematics is needed in Grades 7 and 8.

25. In addition, some changes will be needed in both primary and secondary curricula and materials, to adapt them as necessary for use in the proposed new system. The curricula for the Preparatory Year and Grades 1 and 2 will have as their basis the existing pre-school and Grades 1 and 2 materials and will be developed by the Curriculum Development Center with the help of technical assistance from NGOs and constant consultation with the Vanuatu Teachers College and the language community in question, using written materials in the local language, wherever available. Materials for Grade 2 will also need to be developed for the transition to English or French. Since Grade 8 will be the final year of education for most children, only one international language (English or French), the one used previously in Grades 3-6, will be taught in Grades 7 and 8, so that upon termination of Grade 8, each student should have mastered one or the other of the international languages. Changes will also be needed to basic technology (manual arts and home economics) to give a local emphasis and use only local materials. Other subjects (social science, agriculture, and religious education) will remain the same. In Grades 9-12, it will be possible to blend the existing syllabus and materials for Grades 9-10 and for Grades 11-12 to make a four-year secondary-school curriculum. The main change would be: (i) the need for materials for the introduction of the second European language in Grade 9 and (ii) the development of a new technology subject to replace manual arts and home economics (para. 28). Note that the **existing** system will continue in place for many years in those communities in which the reform has not yet been introduced, such that the **existing** curriculum materials can be used without modification.

26. Education and the Labor Market (Annex 6). Data relating to the labor market are limited, with the latest comprehensive data stemming from the 1989 National Census. The new National Census of 1999 should help remedy this situation. Vanuatu has a very segmented economy and segmented labor market, with a relatively small modern sector (in employment terms), whereas the great majority (around 80%) of the economically active population work in or are connected with agriculture, including a substantial subsistence agriculture sector. The Government estimates that of the total of some 3,500 young people who leave school each year, only some 500 are able to secure paid employment. The remaining 3,000 either have to return to their villages and work with their families in agriculture, or else drift into the urban areas in search of work. We therefore intend to limit our intake of students into formal secondary and technical education in accordance with likely employment prospects for graduates at these levels.

27. The employment situation is particularly difficult for those young people who leave school after Grade 6: their levels of educational achievements are low and they are too young to be attractive employment prospects for any employers. As, over time, more and more young people continue into secondary schools, the situation of the Grade 6 leavers becomes progressively worse. Employers interviewed feel that it is essential for such young people to remain longer in the school system, partly in order to achieve higher educational levels, and partly because they would then emerge from schools more mature, at older ages. At the same time, employers attest that there is a serious shortage of young people with good educational levels and employment experience: to increase the future supply of such staff will be essential for the country's future economic development. The objective of aiming towards universal basic education of eight years, as well as all of the objectives of improving the quality of education, therefore are appropriate in terms of their relevance to needs of the labor market.

28. Integration of Technology Education with General Secondary Education (Annex 3). Children undertaking general secondary education will be poorly equipped to contribute to economic development of the nation unless their understanding of technology and its relationship to the developing society is improved. It is proposed to discontinue the industrial arts and home economics subjects currently taught in some junior secondary schools and introduce in their place a comprehensive technology education program as a core subject in Grades 9-12 in all schools for both boys and girls.

## V. QUALITY

29. Pre-Service Teacher Training for the Preparatory Year and Grades 1 and 2 (Annex 7). The provision of more and better qualified teachers is a crucial input to a higher-quality education system. We intend to entrust the training of teachers for the preparatory year largely to the Vanuatu Preschool Association, with inputs from the Ministry of Education, the Vanuatu Teachers College, and other NGOs. Teachers chosen by the community have an enormous advantage over most qualified primary-school teachers which at present teach at this level in that they will be known to the community and able to speak to the children and their parents in their native language. High-quality training is nevertheless essential to ensure that these teachers will provide a high-quality education to the children at this crucial stage in their lives.

30. In-Service Teacher Education (Annex 7). The new structure proposed above in the section on Access will require substantial retraining of teachers to ensure that teaching standards are not compromised. Primary teachers formerly teaching up to Grade 6 (especially those now teaching in Grades 5 and 6) will require retraining to teach in Grades 7-8. Similarly, teachers formerly teaching Grades 7-10 (especially those now teaching in Grades 9 and 10) will require retraining to teach Grades 9-12. The exact scope and nature of the training will be determined by the Vanuatu Teachers College and the Curriculum Development Center with the help of technical assistance.

31. Teacher Support and Supervision - Primary Education (Annex 8). Headmasters, headmistresses and principals will continue to provide, in the first instance, support to teachers in both primary and secondary schools. Another existing system can also be strengthened to provide more and better teacher support: each province is at present divided into zones, with a head teacher in each zone who is supposed to visit all the schools in the zone on a regular basis. This system is not functioning well because it is very difficult for zone head teachers to travel around to other schools. Similarly, it is difficult for the three primary-school supervisors (two Anglophone and one Francophone) in each of the six provinces to visit all primary schools on a regular basis because of an inadequate traveling budget. We intend to examine the actual costs of such supervision, so that adequate provision is made in the budget for this work-related travel.

32. Teacher Support and Supervision - Secondary Education (Annex 8). At present, only one person has the responsibility of providing teacher support and supervision to secondary schools. At least four pedagogical advisors (two Anglophones and two Francophones, one each in arts and sciences) will be recruited as soon as possible, and that this number gradually be increased to ten (five Anglophones and five Francophones, one of each in each of five different subject areas). These pedagogical advisors need an adequate budget to enable them to visit each of the country's secondary schools regularly.

33. Teachers' Conditions of Service. An improvement in the quality of teaching is of critical importance to an improvement in student achievement. Many teachers display impressive skill and dedication, despite the operation of a salary system that provides little reward for high-quality teaching. The salary increments are small and few, and the

mechanism required to provide them operates randomly, and only on occasion. The salary structure should be revised to offer greater incentive, and administrative processes and capacity improved, so that teachers working hard and offering good service receive financial reward. Another important factor in teachers' conditions of service, teachers' housing, is discussed in para. 41.

34. Teacher Inspection and Assessment. A ranking system for secondary teachers based on an Annual Confidential Report is already in place; a similar system is required for primary teachers. The system evaluates teachers' overall performance and can be used to recommend to the Director General and the Teaching Services Commission those teachers who should be promoted, disciplined, or demoted, to ensure that only competent, cooperative teachers who meet the minimum requirements of the teaching profession are in post. Standardized teacher and school evaluation forms should be completed on each teacher and school at least once a year by advisors and assessors and discussed with each teacher and principal before a report is written. This should ensure that the recommendations are valid and reliable. The present expertise and experience available for supervising primary schools should be used to begin the process of starting up the ranking system for primary education. Teacher inspection for other levels of education, i.e., pre-school, vocational, technical, and teacher education, will be phased in over four years. Advanced supervision and assessment courses will be introduced at the Vanuatu Teachers' College for selected school principals and head teachers, who will be the future advisors and assessors.

35. Training of Headmasters and Principals. An improvement in the quality of the work of headmasters and principals would have immediate and beneficial effects upon all parts of the education system. A key factor in a good school is the quality of the headmaster or principal. At the present time, little training is provided for secondary principals and primary principals and head teachers. We intend to establish an in-service unit with a special focus on the training of principals and head teachers. The unit should be based at Vanuatu Teachers College and should work throughout the country with and through the Provincial Education Offices. Donor support and technical assistance should be sought for this. The content of the training should include, inter alia, techniques for providing support and feedback to teachers; basic accounting and budgeting; internal assessment of students; management of boarding facilities; income-generating projects; guidance and counseling; etc.

36. Curriculum Development and Materials (Annex 9). Improvements in the curriculum are obviously a key factor in attempting to improve the *quality* as well as the relevance of education. Thanks to the efforts of the Curriculum Development Center and to the Primary and Secondary Education Project, primary and junior secondary schools in Vanuatu have received textbooks and other teaching and learning materials, including curricula, syllabi, teachers' guides, reading books, and references in the core subjects of language, mathematics, science, and social studies in sufficient quantities in English and in French. The current supply can be expected to last about five years, to 2003. Materials in several subjects at several levels still need to be developed. The program will require a recurrent budgetary appropriation of about VT 5 million per year. In the light of the variety of curricular needs that will emerge as community-based education begins to be implemented in phases throughout the country, we intend to do the following: (i) reactivate the National Curriculum Commission, the regulatory body for

the selection and approval of textbooks and other instructional materials; and (ii) reorganize the Curriculum Development Center into a small and flexible unit capable of managing contracts with individuals and firms in the private sector for the writing, designing, production, and distribution of textbooks and other instructional materials. The in-house printshop will be reorganized to service the Examinations Unit, retaining the services of key technical staff. Some 90% of our recurrent budget for primary education is consumed by teachers' salaries, leaving rather little for all other purposes, including the purchase of teaching materials for use in classrooms. We will need to obtain additional funds from donors to provide new textbooks and other essential teaching materials.

37. Internal (School-Based) Assessment (Annex 10). Training in school-based assessment methodologies (internal assessment) will be added to the programs offered at the Vanuatu Teachers College for both Anglophone and Francophone programs at both primary and secondary levels. Emphasis will be placed in such programs on the diagnostic and formative functions of assessment as well as on its summative function. Common programs in assessment methodology will be offered to both Anglophone and Francophone trainees, based on the unified curriculum. Training will also be provided for Provincial Education Officers, pedagogical advisers, and headmasters and principals in the effective use of assessment in classrooms, so that this can form an important part of their in-service training programs.

38. External Assessment (Annex 10). During the transition period when Vanuatu is moving from six years of universal basic education to eight years, the national assessment system will need to be flexible. The Pacific Islands Literacy Levels (PILL) 1 and 2 tests will continue at the end of Grade 4 and Grade 6. The Grade 6 national examinations should continue to be offered where required until access for all is assured to Grade 8. As community schools are progressively able to offer places to all their Grade 6 students in Grade 7, the Grade 6 examinations will no longer be offered in those schools. As a matter of urgency, we intend to produce common examination papers in Mathematics and General Knowledge in Grade 6, using procedures similar to those already in place in Grade 10. As soon as schools begin to offer places to all students in their school in Grades 7 and 8, we will establish a selection examination at the end of Grade 8. Eventually all Grade 8 students will sit this examination. The selection examination at the end of Grade 10 will continue to be needed regardless of what type of school students are attending at the end of Grade 10. Grade 12 and Grade 13/14 examinations should continue to evolve to meet the needs of students in the respective Anglophone and Francophone systems.

39. The Examinations Office (Annex 10). Staffing of the Examinations Office will be increased by the appointment (after training, if required) of a professional officer who can, among other tasks, carry out analyses of data from the national examinations (including the PILL tests) and report on them to the Ministry of Education officers and schools. In addition, the Examinations Office will need a somewhat larger budget for (a) storage, transport, printing, and office equipment (including computers) and (b) examiners and markers for the Grades 6 and 10 examinations, who will be hired on performance-based contracts.

40. School Infrastructure (Annex 11). *Infrastructure* can make a substantial difference in educational quality. Most rural kindergartens could benefit from better facilities, and there will also be a need for new vernacular-language community schools in many small villages. Both these needs can be best met by providing guidelines so that communities can build improved traditional buildings that will offer larger, better-ventilated and -lit playrooms and classrooms. The main infrastructure-related problems affecting existing primary schools are the lack of facilities in some and the waste of resources in others due to excess numbers of classrooms, small class sizes and the unplanned development of schools. The immediate priority for the Ministry of Education should be to prepare plans for the amalgamation of primary schools and the transformation of schools offering Grades 1-6 to schools offering Grades 3-8. The Ministry of Education will set standards for the location, design, and construction of new classrooms and schools by churches and community groups. The recently completed school-mapping exercise should provide information on what facilities are needed at existing junior-secondary schools.

41. Lack of good teachers' housing is seen as a major deterrent to the recruitment of teachers in the rural areas. The majority of existing houses are inappropriate in their design and expensive to build and maintain. Teachers' housing will not be required for vernacular-language schools but will be needed for provincial secondary schools and possibly for some primary schools. The school-mapping exercise will help establish where housing is required, and the Ministry of Education will establish appropriate standards for rural housing.

42. School Maintenance. School maintenance is another important factor in education quality. Very few schools receive adequate regular funding for maintenance with the result that many school buildings are in poor condition. The communities themselves will maintain their vernacular-language schools, but ways will be developed to make maintenance of primary and secondary schools a partnership between government and communities. For this purpose, we intend to commit regular funding for and provide training to teachers and headmasters in maintenance.

43. School Furniture. Very few schools at present have sufficient furniture or furniture that fits and is comfortable for the majority of pupils. We intend to design a range of sizes of furniture to suit children at all levels of education which can be made and repaired by village carpenters or Rural Development Training Centers.

44. School Water Supply and Toilets. Many rural schools at present have no clean water supplies and inadequate, inappropriate or no toilets. We intend to ensure that no school at pre-school, primary or secondary level is built or renovated without a dependable water supply and appropriate, working toilets.

## VI. EQUITY

45. Urban/Rural Equity. Our strategy for trying to overcome the urban-rural inequity is to focus efforts to expand access and to improve education quality in rural areas. The introduction of vernacular-language education should give rural children an advantage,



since most rural children will be learning in their mother tongue, whereas urban children, because of the mix of languages, may have to learn in a second (Bislama) or third (English, French) language, if the school committee so decides. Programs to provide more education facilities, more educational materials, and more teacher in-service training will also be focused on rural areas, since urban areas will take care of themselves. The first step is to undertake the rationalization of the provision of education in rural areas (para. 8), which is expected to make the use of the resources available for education much more efficient.

46. Gender Equity. Current enrollment statistics indicate that the gender breakdown of enrollments in primary education match almost exactly the ratio of boys to girls in the general population at that age; therefore, there appears to be little gender discrimination in primary education in general, although local variations exist. A smaller percentage of girls proceeds on to each higher level of education, however, with the drop-off particularly great for those who continue on to the highest levels of secondary education and to tertiary education. One of the key reasons appears to be that girls are more likely to be kept home to help with housework than are boys. Another reason is apparently that families consider that girls will be “lost” to them by marrying out of the family. Many parents are therefore more willing to pay school fees for sons’ further education than they are for daughters’ further education. These factors are social and cultural in nature and are difficult to address through the education system alone. The single best strategy open to educators for increasing the proportion of girls attending school is to expand access in general; if virtually all boys are already currently out of school, then an expansion in capacity will enable more girls to attend. A second strategy is to make the environment in the school so attractive (through vernacular language education in the early years and through general improvements in education quality throughout the system) that parents are more willing to send all their children to school, even in spite of the higher opportunity cost (help with housework) of girls. A third strategy is to mount an awareness campaign to publicize the fact that better educated girls are more likely to raise healthy, well-nourished children: evidence world-wide is that girls’ education has a far greater impact on children’s health and nutrition than does boys’ education. If parents wish for healthy, well-nourished grandchildren, they should therefore be persuaded to send their daughters to school.

47. Social Equity. The strategy to achieve social equity is similar to that for achieving geographical equity: efforts to expand access or improve education quality should be focused on the poor, since the rich will look out for themselves.

48. Linguistic Equity. In the long run, in a free society, it is very difficult to achieve specific numerical targets for the use of languages. In the past, many countries have tried to mandate the use of the major national language by forbidding the use of vernaculars in schools and public discourse. Some countries (e.g., Switzerland, Malaysia, Tanzania, Ethiopia) have officially used local vernaculars at the lower levels of public education for years, and, more recently, many other developing countries in Africa, Latin America, Asia, and the Pacific have introduced or are planning to introduce vernacular-language education. The trend in more developed countries has also been to encourage the revival of regional languages (e.g., in Europe: Welsh, Breton, Catalanian, Swiss German dialects, etc.). Communist societies such as Vietnam told children which

foreign language they would study, in order to achieve a predetermined number of speakers of Russian, English, and French; this practice has since been abandoned.

49. If Vanuatu wishes to become a bilingual society, the best way will be to improve the teaching of French in the Anglophone system and to improve the teaching of English in the Francophone system. This will result in more widespread use of *both* languages and will also decrease the need for translation, both oral and written. We intend to use the results of the recent *Study of Comparison of Performance of Students in Anglophone and Francophone Schools* to develop solutions and remedies to the inequities identified therein. Other measures which should reduce concerns about linguistic equity include (a) an effort to ensure that the allocation of resources to schools of each medium is scrupulously equitable; (b) improved translation and development of materials used to teach the common curriculum; (c) tolerance for varying pedagogical methods as long as learning outcomes are achieved; (d) improvements in the teaching of the second international language in Grades 9-12, in particular by arranging language teacher swaps between Anglophone and Francophone schools whenever possible; (e) a continuing review of the appropriate pass rate from basic education to secondary education for graduates from Anglophone and Francophone school; (f) an effort to ensure that both Anglophones and Francophones are adequately represented in the Ministry of Education and the Curriculum Development Center; and (g) a continuing effort to ensure that materials used in the schools are appropriate for use in Vanuatu.

## VII. LANGUAGE POLICY

50. The use of various languages as media of instruction has implications for Access, Relevance, Quality, and Equity. Since it is such an important issue in Vanuatu, we treat it separately here, although it has already been mentioned above.

51. Vernacular Languages. There is virtually unanimous support among ni-Vanuatu to preserve the country's many vernacular languages. The concern goes well beyond the provision in the Constitution that the country's local languages are to be protected. Politicians of varying political parties and Anglophone and Francophone ni-Vanuatu alike support the proposal to use vernacular languages as the media of instruction in the early years of basic education. Most concerns about the desirability of the proposal have been expressed by expatriates, with the main concerns being (i) fear that the proposal would be impossible to implement and (ii) fear that its implementation would weaken further the quality of teaching and acquisition of the two international languages.

52. We believe that the implementation of this proposal in Vanuatu will be possible, if the proposal is implemented *gradually* and only as fast as planning has been done, materials have been produced, and teachers have been trained. Our belief that the proposal can work in Vanuatu is based on experience from other countries, the many experiments already taking place in Vanuatu, the experience of many of Vanuatu's present leaders (who first became literate in their vernacular languages and only then learned English or French), and the ground swell of popular support the measure is likely to engender. Experience from other countries also indicates that becoming literate in one's mother tongue leads to better, faster, and deeper acquisition of a foreign language.

53. Bilingualism in Use of International Languages. There is also virtually unanimous support among ni-Vanuatu for continuing to use both English and French as international languages and media of instruction. This support goes well beyond the wish to preserve the letter of the law as set forth in the Constitution. We believe that our bilingual society in two international languages makes us unique in the Pacific, and almost all of us, from parents in the village to Parliamentarians, perceive cultural and economic reasons for keeping both languages. We share a vision of a bilingual society where all secondary-school graduates will be bilingual and where the need for translation would have decreased dramatically because virtually everyone will be able to understand everyone else, whichever language is being used. As parents, we hope that our children would be fluent in both. For financial and logistical reasons, we intend to continue with the dual system for the time being, with efforts being made to improve the teaching of French at the upper levels of the Anglophone system, and vice versa. In the long run, however, as ever-larger numbers of people become fluent in both languages and bilingual teachers become available, we intend to move towards a bilingual system.

## VIII. PARTNERSHIPS

54. Partnerships with Communities. Communities are already responsible, in most cases, for building and maintaining schools at the primary level. The proposal to introduce vernacular-language education will continue to rely on the communities to build and maintain facilities for this level of education.

55. Partnerships with Non-Governmental Organizations. A number of non-governmental organizations are already active in educational activities in Vanuatu. Chief among these are the churches, which are discussed in the following paragraph. Others include the Vanuatu Cultural Center, the Summer Institute of Linguistics, World Vision, the Vanuatu Community Development Trust, the Vanuatu Preschool Association, and One Small Bag. The Ministry of Education will ensure that these organizations are included and are actively involved in the development of vernacular-language education, since they already have an enormous amount of knowledge, materials, experience, and good will which can and should be mobilized for the common good of all.

56. Partnerships with Churches. Over time, the Government has developed various arrangements for working together with the churches to provide education. The churches' contribution to education is very important; indeed, we recognize that it would be impossible to provide widespread education coverage without the help of the churches. Church-related schools also tend to be well managed, and great efforts are made to obtain the best results with limited funds. Since each of the established churches has a somewhat different arrangement, however, there is a general feeling that some churches benefit more than others. We intend to initiate negotiations with the various church bodies, with a view to reviewing the present financial arrangements for church schools. We also intend to reconsider the draft *Agreement with Church Schools* developed in 1994, with a view towards developing a common agreement under which

the government will provide assistance to all churches and other non-governmental organizations, which will be transparent and seen to be fair to all concerned.

57. Partnerships with the Private Sector. An important partnership is being developed with the private sector. A first step has been the establishment of the National Training Council. This group should enable us, over time, to develop greater coherence within the technical and vocational education and training system, in which various Government and non-Government training providers offer a wide range of programs. We intend to clarify the roles of the various training agencies and to establish performance and skill standards and certification levels which are recognized nationally. The participation of private-sector employers in the National Training Council will help ensure that training providers are responsive to the needs of industry, employers, and the growing economy.

58. Partnerships with Donors. We recognize that almost all the available public finance is used for the recurrent budget, and that most or all of the development-budget funding for education will continue to come from external donors. Their contributions will continue to be vital for the development of the country's education system for some years to come. Donors have given high priority to education in the past, and we hope that they will continue to do so in the future. Indeed, many donors have already displayed a willingness to be flexible in their assistance in order to meet Vanuatu's greatest educational needs.

## IX. MANAGEMENT OF THE EDUCATION SYSTEM

59. Education Policy and Legislation. This Education Master Plan will be promulgated through appropriate legislation. The *Education Act* of 1986 and the proposed *Education Law* of 1994 will be revisited and modified as appropriate to reflect the policies set forth in this Education Master Plan. Donor assistance will be sought to provide technical expertise in reviewing existing laws and drafting new legislation, as appropriate. We also intend to put into place appropriate legislation to retain properly trained technical staff within the Ministry of Education, to ensure continuity and institutional memory in the implementation of national education policies irrespective of the changes in Government. The Comprehensive Reform Program envisages the passing of proper legislation to discontinue the practice of changing personnel after new elections: therefore, technical staff of the Ministry will be dismissed only if there is clear evidence that they are not performing their mandated tasks satisfactorily. We will also strive to ensure that the Ministry staff includes speakers of both of the principal languages of education.

60. Decentralization. Over time, we intend to decentralize greater administrative and financial control to the Provincial Education Offices. This process will include a gradual decentralization to the Provincial Education Offices of certain functions at the regional level (e.g., the posting and reassignment of teachers, the planning of the education development and of the inputs needed for the province, the updating of the school map, the monitoring of the distribution and use of the various educational inputs, the evaluation of the process used in distributing these inputs, and gradual, increased

responsibility in the use of the financial resources allocated by the Ministry of Education to the province). This decentralization will occur only as fast as capacity is built (through hiring and training of staff) at the Provincial Education Offices. It is envisaged that, gradually, the responsibilities of these offices will also be expanded to cover secondary education as well, as each province acquires at least one secondary school offering the full cycle from Grade 9 through Grade 12.

61. Structure of the Ministry of Education. The Ministry of Education has already been restructured, in order better to carry out its mandate under the Comprehensive Reform Program.

We intend to prepare and carry out a training plan for the Ministry staff, at both the central and provincial levels, in view of the new proposed responsibilities and functions, and to seek donor funding for such training and accompanying technical assistance.

62. Education Planning. The new structure of the Ministry of Education entrusts the Policy Planning and Research Directorate with corporate planning responsibilities, so as to allow a comprehensive view of what education planning entails, and to facilitate the creation of a corporate culture. Once the culture established, and the proper staff in position, this function will be transferred to the Administrative Services Directorate. This Directorate will have a pivotal function, driving the future development of education in the country. It will receive continuous inputs from all the other Directorates. In particular, those in charge of the implementation of the Education Master Plan will participate fully in the education planning activity, in all its qualitative and quantitative aspects. The planning function will not be a mere academic exercise, but will benefit from, and be revised as a function of, the feed-back provided by those who are in charge of the daily execution of the plan, at the central and decentralized levels.

63. Education Management Information System. The present system for collecting and elaborating data on the education system will be revised and strengthened so as to (i) ensure reliability at the point of origin of the data (the schools), (ii) facilitate the collation of data at the provincial level, (iii) allow a modern computerized data collation at the Ministry level, and the presentation of the data in such a form as to allow the rapid extraction of the information needed by the planners, and (iv) carry out continuous updating of the school map. To achieve these goals, two of the present three staff will be trained in statistics (one at the higher degree level), and the third one will be trained in school mapping. The unit also will be equipped with some additional, or upgraded, computing capacity. Consultancy services to set up the appropriate software is being provided by the European Union.

64. Research. Research should concentrate on *ad hoc* studies, to be commissioned to relevant institutions (e.g., the Curriculum Development Center, the Teacher Training College, the University of the South Pacific, school supervisors) or to private consultants. The research unit will identify the needs for specific research activities to be carried out, identify the proper mechanisms for organizing the activity, manage the process, and disseminate the results. This unit will be headed by an educator with university level qualifications, and with hands-on experience in the organization and execution of research studies.

65. Project Management Unit. The Project Management Unit, in charge of the execution of projects financed by both the government and external donors, will draw from the experience and capacity of the other departments and units of the Ministry and will associate them as much as possible in the management of the projects. In fact, these other units are responsible for the management of the beneficiaries having received the inputs (e.g., the schools, the teachers, the provincial offices), once a project is completed. Thus, they can provide a valuable feed-back to the Project Management Unit on all aspects of project execution, from the initial planning to the provision of inputs, to the assessment of the outputs, to the evaluation of project impact. This unit will be headed by a senior educator, having had previous experience in project management; this person will also liaise constantly with the donors and provide them with feed-back on project execution and evaluation. The unit will also employ a procurement officer who will be in charge of all procurement.

66. Evaluation Function. We intend to seek donor assistance to create an evaluation function of the education process. The outputs from the education system will be evaluated so as to assess whether they correspond to the objectives defined by the government. The evaluation function should be able to answer questions such as whether the policies adopted address the constraints of the system, whether equity in access and quality among genders, languages, social origin, and geographical distribution have been ensured, whether students learn what they are supposed to learn, whether the most cost-effective solutions have been adopted. This kind of evaluation will be located outside the Policy Planning and Research Directorate and will be at the level of an advisory unit responding directly to the Minister. This evaluation will be done periodically (e.g., every three years) so as not to require a permanent structure (supplementary staff), which would increase the financial burden of the Ministry. The evaluation will be the equivalent of an *ad hoc* study, which should benefit from some external consultancy (to be financed by a donor). The evaluation of the inputs/outputs of projects will remain within the Policy Planning and Research Department.

67. Training for Ministry of Education Staff. We intend to seek donor assistance to help the Ministry of Education's Training and Development Unit design a training plan for Ministry staff, in accordance with the new functions defined.

## **X. Implementation**

68. Government Support. We consider it very important that the Government as a whole and all sectors of the society fully support this Education Master Plan. Education is too important to be treated as a partisan issue. For that reason, we have, during 1999, carried out an intensive process of consultation throughout the country with various stakeholders, including provincial and local government authorities, headmasters, teachers, students, parents, communities, NGOs, churches, the media, and the private sector. These discussions have contributed to the content of this Education Master Plan. We intend to mobilize all partners, national and international, in the implementation of this Master Plan.

69. The National Education Commission will have the overall responsibility for this Education Master Plan. For that purpose, it will engage technical assistants, both local and international, to develop specific implementation plans for various subsectors and strategies. Donor coordination meetings, chaired by the Minister of Education, will be held regularly to obtain their views and to enlist their support in the financing the Plan. The Minister of Education will submit key policy proposals regularly to Cabinet for its approval.

**Annex 1****EDUCATION FINANCE IN VANUATU****Contents**

- I. The Cost of Education in Vanuatu
  - II. Education Budget Trends
  - III. The Affordability of Education Reform
- References

**Attachment**

Attachment A: Public Budget Expenditure by Level of Education, 1998

1. This annex presents an overview of the costs of education in Vanuatu and various inefficiencies in the current education financing system; reviews education budget trends; and examines the affordability of the Government's proposed education reforms.

**I. The Cost of Education in Vanuatu****A. Primary and Secondary Education Costs**

2. **Unit Costs.** The cost of providing education in Vanuatu is relatively high, largely because of the country's exceptional circumstances, as described later. The overall average public unit cost for primary education is VT 25,042. (For budget expenditure by level of education, see the tables in Attachment 1). The amount per student that the Government budgets for public schools is somewhat higher than the amount set aside for private schools. This difference is largely because public funds are not provided to private schools for expenditure on repairs and maintenance, stationery, and travel/subsistence. For public schools, the expenditure per pupil varies remarkably little from province to province.

3. For junior secondary schools, both public and private, the overall average unit cost is VT 78,265—more than three times that of the primary school level (see Attachment 1). Public unit expenditures in state schools, averaging VT 86,727, are significantly higher than public expenditures in private schools, averaging VT 63,692. There are a number of reasons for this, including the fact that ancillary staff in private schools are not funded from the public purse. There are variations from school to school, but no more than would be expected.

4. Budgeted public expenditures for senior secondary schools, both public and private, reveal an overall average unit cost of VT 110,588. Surprisingly, public unit expenditures in private schools are somewhat higher than those in public schools. This may be a consequence of economies of scale, since public schools are significantly larger than private schools. Public unit costs at the senior secondary level are some 4.4 times those at primary school level and are around 40 percent higher than those for junior secondary schools.

5. These figures refer solely to public education costs and do not include the considerable costs that families must meet in connection with the education of their



children (especially at the secondary level), including the costs of boarding, transport, and uniforms, as discussed below.

6. Why are the costs of education in Vanuatu so high? The Supplement to the 1998 Budget comments: “The Education Master Plan will address the high unit costs of the present system.... Very favorable teacher student ratios of 1:24 in primary and 1:17 in junior secondary schools (years 7 to 10) provides some opportunity to rationalize and reduce costs of provision....” Previous reports have emphasized the same point: Schools and class sizes are relatively small, for several reasons.<sup>1</sup> These include the dual language (English and French) provision in the school system, the large number of church schools, and the fact that the majority of the population lives in small, scattered village communities.

7. The resulting relatively low student-teacher ratios inevitably lead to relatively high education costs per student: “The data indicates that the most powerful association of unit salary costs is with pupil-teacher ratios.... [T]his indicates that the most powerful and direct mechanism available to the [Ministry of Education] for increasing economic and financial efficiency in schools is to raise the pupil/teacher ratios in schools....”<sup>2</sup> A paper prepared by the National Planning Office for the country’s Comprehensive Reform Program (CRP) commented: “The possibility of merging smaller schools into area schools must be explored to reduce costs. Concentrating resources rather than spreading them thinly is likely to improve the quality of education.... Members may also wish to consider the issue of the additional costs that the dual language system imposes.”<sup>3</sup>

8. Aside from low student-teacher ratios, two other aspects of the Vanuatu education system account for its relatively high costs: teacher salaries and boarding. Some people in Vanuatu believe that the most important element in the cost of the nation’s schooling is the high salaries and allowances paid to teachers, as discussed below. In addition, education is expensive because many pupils must board, mainly in secondary schools but also sometimes at the primary school level, although these costs fall primarily on parents and do not have to be met from public funds.

9. How can the high unit costs of education in Vanuatu be reduced? Although some defining characteristics of the school system in Vanuatu cannot easily be changed, such as instruction in both the English and French languages, rationalization and cost savings are quite feasible in some areas. For example, it might be possible for the Government to merge two small neighboring schools but still continue to provide education in both languages. Similarly, Vanuatu could achieve savings by introducing instruction in vernacular languages in the early years of primary school, as proposed in the Education Master Plan. In that case, previously small class group sizes could be combined, thereby increasing class sizes and student-teacher ratios. Such possibilities would depend on the situation in each locality.

10. To realize such cost savings, the Government of Vanuatu should undertake, on a province-by-province basis, a study of the feasibility of merging small class groups and small schools. Some schools have experimented with multigrade teaching and alternative year entry systems. Such experiments should be continued and developed further.

---

<sup>1</sup> Narsey 1996; Runner 1995

<sup>2</sup> Narsey 1993

<sup>3</sup> National Planning Office

11. **Teachers' Salaries.** Some countries facing the problem of high education costs have allowed teachers' salaries to remain constant in nominal terms over a period of years so that, with inflation, they gradually decline in real terms. However, in Vanuatu the situation is complicated by the fact that, even with the relatively high salaries, the country seems to have difficulty attracting quality recruits into the teaching profession.

12. Primary school teachers' salaries commence at Grade E02.1 (VT 506,086 per year, or about US\$4,000). The starting salaries of secondary school teachers are tied not to the type of school but to the teachers' qualifications. Only some 25 percent of teachers in secondary schools have university degrees, and therefore the great majority start at Grade E05.1. The starting salaries are:

- with diploma from the Vanuatu Teachers College: Grade E05.1 (VT 718,321 per year, or about US\$5,600),
- with B.A. or B.Sc.: Grade E06.1 (VT 875,679 per year, or about US\$6,900),
- with B.Ed. or B.A./B.Sc. and Cert.Ed.: Grade E07.1 (VT 1,009,064 per year, or about US\$7,900).

13. These salaries seem relatively high when compared with the salaries paid to teachers in other countries that are at a similar stage of development. They also appear high compared to the GDP per capita of around VT 174,600 (VT 30,558 million ÷ 175,000). Thus, a starting primary school teacher earns around 2.9 times GDP per head, and most starting secondary school teachers earn around 4.1 times GDP per head.

14. Not surprisingly, there is strong resistance in Vanuatu, on a number of grounds, to the suggestion that teachers' salaries are too high. Teachers' salaries have not been increased since 1994 and therefore, because of inflation, have declined significantly in real terms since then. It is claimed that some teachers have difficulties living on current salary levels, especially in and around Port Vila, where costs are much higher than elsewhere. There is also evidence that young people with good educational records are not being attracted into a career in teaching, and some teachers are leaving the profession because of the salary.

15. **International Comparisons of School Expenditure.** How much should be spent on the education of a child at each level (primary and secondary)? This question has no simple answer because much depends on the local circumstances in each country. However, much attention has been paid in recent years to a comparative study across 14 Asian countries commissioned by the Asian Development Bank (ADB).<sup>4</sup> This study found that the average unit cost of education in these countries amounted to 10 percent of GDP per head for primary schooling and 18 percent of GDP per head for secondary schooling. The figures were for 1990 but had not changed significantly (in fact, had risen slightly) over the 1980s.

---

<sup>4</sup> Mingat 1995

13. These ratios have subsequently been described as both useful and dangerous: useful in that they do indicate a benchmark for assessing education expenditure in other countries, but dangerous in that they conceal significant variations from country to country in the study.<sup>5</sup> The same study also found that across the same 14 Asian countries, national public education expenditure as a percentage of GDP had been rising steadily over some 40 years and averaged 3.8 percent in 1992. Table 1 compares Vanuatu's 1998 performance against these ratios.

**Table 1: International Comparison of Educational Expenditure**

	Average of 14 Asian Countries	Vanuatu
Public Education Expenditure as % of GDP	3.8	5.4*
Per Pupil Public Cost in Primary Schools as % of GDP per head	10	14.3**
Per Pupil Public Cost in Secondary Schools as % of GDP per head	18***	45 (junior secondary) 63 (senior secondary)

\* Exceeded only by Taiwan, China (7%) and Malaysia (5.5%)

\*\* Exceeded only by Indonesia (16%), Malaysia (15%), and Taiwan, China (15%)

\*\*\* Highest was Taiwan, China (28%)

Source: Mingat 1995

14. The conclusions that emerge from these figures are that in Vanuatu:

- the national education effort, as expressed as percentage of GDP, is relatively strong,
- per pupil public education costs are relatively high at the primary school level (nearly 50 percent higher than those of countries in the ADB study), and
- costs are exceptionally high at the secondary school level: none of the other countries studied had such high per pupil public costs.

15. Recent international comparative studies of education effectiveness have also shown that high-quality, effective education can be provided without excessive cost by having relatively high student-teacher ratios and student-class ratios. The latter apparently do not detract from the provision of high-quality education, assuming teaching resources in classrooms are adequate in both quality and quantity.<sup>6</sup> This last point is crucial. Evidence from other countries shows that the quality and effectiveness of schooling at the primary and secondary levels increase significantly if the teacher has an adequate supply of good teaching materials in the classroom.

16. In Vanuatu, expenditure from the national budget on the provision of teaching materials has been and continues to be very low. Responsibility for the provision of teaching materials is largely left to schools, who have to raise the necessary funds from parents and communities. Such active parental and community participation is welcome; there is some evidence that overall financial contributions to education from communities have declined in recent years, so such contributions should be actively encouraged. But public authorities should be prepared to provide for the provision of at least a minimum of teaching materials, at least in those instances where the families and communities are unable to provide these to a sufficient level. As the total education

<sup>5</sup> ADB 1996

<sup>6</sup> Mingat 1995; Reynolds and Farrell 1996

budget increases, a higher proportion of the available funds should be devoted to expenditure on teaching materials.

**Financial Arrangements with Church Schools.** Church schools are an important part of the education system in Vanuatu. The Government of Vanuatu has signed agreements with the Roman Catholic and Anglican churches with respect to education; the wording of these two agreements is nearly identical. In these agreements, the Government acknowledges the need to maintain and develop Catholic and Anglican schools.

17. Both agreements state that the Government will provide teachers to these schools on the same conditions of remuneration and service as those of teachers in public schools, although the agreements do not specify how many teachers the Government will fund. Further, the agreements provide that each year the Government will make available a number of places for initial training of primary school teachers, or for in-service training, at the Vanuatu Teachers College for future teachers in church schools. The Government will also make provision for the working expenses of the schools on the same conditions as those of public schools. Although the Government has not signed similar agreements with the many other church bodies in Vanuatu, in practice church schools of all denominations seem to be essentially treated alike, save for the Seventh Day Adventist (SDA) secondary schools, which receive only a relatively small grant. Data relating to schools with church affiliations are summarized in Table 2.

18. Table 2 makes it clear that church schools are provided with teaching posts, financed from the Ministry of Education budget, at the same ratios as apply to public schools. In the words of one Ministry of Education official, "We provide the teachers, train them, and pay them." The church bodies are able to control the selection of teachers, and seek to limit these to members of their own faiths. The numbers of teachers actually in post are rather fewer than the number of posts allocated because of the difficulty in recruiting sufficient qualified teachers. However, since this shortfall of teachers is currently significantly smaller in church schools than in public schools, it cannot be claimed that church schools are being penalized in this respect.

Table 2: Church Schools

Type of School	No. of Schools	Enrollment	Teaching Posts	Teachers Posted
<b>Primary</b>				
Catholic	49	6,763	225	224
Protestant	23	1,178	39	33
Total	72	7,941	264	257
<b>Junior Secondary</b>				
Catholic	8	1,201	51	50
Protestant	1	155	6	6
Total	9	1,356	57	56
<b>Senior Secondary</b>				
Catholic	0	0	0	0
Protestant	3	951	64	56
Total	3	951	64	56

*Source: Ministry of Education data*

19. In primary schools, non-salary allocations are made at the same rate as in public schools, currently VT 500 per pupil. For church primary schools, non-salary allocations are made on a block-grant basis rather than under the various functional headings for public schools. So, nominally at least, church schools have greater discretion in spending their non-salary budgets than do public schools. However, the total public expenditures allocated are rather less: the public budget expenditures per pupil are somewhat lower, by around 10 percent, for church schools than for public schools. A rather small grant was allocated to SDA primary schools, VT 8.4 million for 1998.

20. For junior secondary schools, private (church) schools receive overall significantly lower budget expenditure per pupil than public schools, for a number of reasons, including that the Government does not meet the cost of ancillary staff in private schools. For senior secondary schools, surprisingly, budgeted expenditure per pupil from public funds is somewhat higher in the private (church) schools than in public schools. This may be a result of economies of scale, since the private schools are significantly smaller than the public schools.

21. In the case of very small church schools with fewer than 20 pupils, officially the Ministry does not provide any financial assistance. But in practice the Department of Primary Education endeavors to provide one teacher from public funds, whenever possible. Additionally, each of the Catholic and Anglican school systems is directed by a secretary, whose salary is paid from public funds.

22. Overall, therefore, church schools seem to be treated rather generously from within the Ministry of Education budget. One effect of the present financial arrangements is that relatively small church schools proliferate in many localities. Indeed, churches have a financial incentive to open new schools, since the costs of running these are largely met by the state. A paper prepared by the National Planning Office for the CRP indicated that the Government should “develop a policy on cost sharing arrangements with existing non-government education providers such as the

churches.”<sup>7</sup> Apparently the Government has since indicated its willingness to review the present financial arrangements with the churches.

23. **Family Contributions.** It is Government policy that parents should pay school fees for children attending secondary schools. Nominally, attendance of children at primary schools is free. However, in practice, in almost all primary schools, parents do have to pay financial contributions to the school. The National Planning Office paper commented:

“There is a need to review the free education policy. Allowing school fees at some reasonable costs or some kind of ‘registered contributions’ will reduce dependency, allow for self-reliance and sustainability and uplift the motivation of paying for good quality education.... Members should note that it is already Government policy that school maintenance is the responsibility of the community.”<sup>8</sup>

24. Information relating to the private costs of education in Vanuatu—that is, costs borne not by the Government but by families, communities, and other bodies such as churches—is difficult to come by and is liable to be incomplete. Nevertheless, there can be no doubt that families do incur significant costs in sending their children to school. These include cash payments, contributions in kind, transport costs (often to other islands), school uniforms, and the opportunity costs of lost earnings and/or production while the child is in full-time schooling. Studies in other countries show that such opportunity costs typically exceed all other education costs incurred by families. A previous study found that parents’ average annual contributions to schools (not including opportunity costs) were as follows:<sup>9</sup>

*Primary schooling:*

VT 600 from families, as direct contribution to school expenses and insurance,  
 + VT 2,200 from indirect contributions by parents or other through participation  
 in Kermesses, the sale of produce, and other activities to raise money for the  
 school,  
 = VT 2,800 approximate total per pupil.

*Secondary schooling:*

VT 15,000 to VT 21,000 in fees (including boarding fees, required by over 80  
 percent of pupils),  
 + VT 3,000 approximate contributions for school supplies,  
 + VT 3,000 approximate indirect contributions,  
 = VT 21,000 to VT 27,000 approximate total per pupil.

Table 3 presents data on contributions paid to schools by parents.

---

<sup>7</sup> National Planning Office 1997

<sup>8</sup> National Planning Office 1997

<sup>9</sup> Runner 1995

**Table 3: Annual School Contributions and Fees Paid by Families at Sample of Schools Visited**

**Primary Schools**

School No.	Annual Contribution (VT)	School No.	Annual Contribution (VT)
<b>Public Schools</b>		<b>Private Schools</b>	
Efate		20	17,500
1	4,500	21	100
2	3,600	22	1,500
3	1,500	23	3,000
Tanna		24	6,000
4	3,000	25	4,800
5	1,200	Average Fee per private school	5,483
6	300		
7	450	Overall average fee, all primary schools	3,278
8	300	Standard Deviation*	3,958
9	1,500		
10	300	Overall average fee if School No. 19 (SDA) is excluded	2,578
11	300	Standard Deviation if School No. 19 (SDA) is excluded*	2,681
12	300		
Santo			
13	-		
14	9,000		
15	6,000		
16	3,000		
Malekula			
17	9,000		
18	3,000		
19	1,800		
Average fee per public school	2,582		

\* For each of these Overall averages for Primary Schools, the Standard Deviation is larger than the Mean, therefore each of these results would fail a Statistical T-test for statistical validity.

Table 3 (continued)

<b>Junior Secondary</b>				<b>Senior Secondary</b>		
School	Tuition Fee (Vt.)	Boarding (Vt.)	Total (Vt.)	School	Tuition Fee (Vt.)	Boarding (Vt.)
<b>Public Schools</b>						
<b>Efate</b>				<b>Efate</b>		
Ulei	15,000	15,000	30,000	Lycee Malapoa, Grades 7-10	19,500	10,500
<b>Tanna</b>				Malapoa, Grades 11-13	15,000	45,000
Tafea	15,000	9,000	24,000	Onesua	30,000	45,000
Imaki	15,000	9,000	24,000	Santo	28,500	30,000
Ienaula	15,000	9,000	24,000	Matevulu	30,000	30,000
Santo				Average for Senior Secondary	29,250	30,000
College de Luganville	16,000	9,000	25,000			
Average Fee for Public Schools	15,200	10,200	25,400			
<b>Private Schools</b>						
<b>Tanna</b>						
Lowanatom	15,000	21,000	36,000			
Malekulu						
Vao	15,000	24,000	39,000			
<b>Santo</b>						
St. Michel	30,000	6,000	36,000			
Average Fee for Private Schools	20,000	17,000	37,000			
<b>Overall average fee for Junior Secondary</b>	<b>17,000</b>	<b>12,750</b>	<b>29,750</b>			

Source: Mission visits to schools

Notes:

All fees quoted are for first child in family, for subsequent children in family usually lower fees apply, and sometimes none at all in primary schools.

Fees quoted do not include fees that do not apply in every year of schooling, e.g. registration fee, nor fees that may be refundable.

25. Table 3 shows the wide variations in the financial contributions that parents have to make for the education of their children. In a sample of schools, parents were required to pay schools annual sums within the following ranges:<sup>10</sup>

<sup>10</sup> World Bank, Master Plan mission; includes schools where such data could be collected.



*Primary*

Range: 0 (in one school in a very poor district) to VT 17,500 (day pupils)<sup>11</sup>

Average: VT 3,278 (public schools = VT 2,582; private = VT 5,483)

*Junior secondary*

Range: VT 24,000 to VT 39,000 (tuition plus boarding)

Average: VT 29,750 (public schools = VT 25,400; private = VT 37,000)

*Senior secondary*

Range: VT 30,000 to VT 75,000 (tuition plus boarding)

Average: VT 59,250

26. Overall, these data indicate that parents provide much more in fees and contributions to schools than previous studies have suggested, particularly since some contributions are not included in the above data. In some primary schools, such cash or in-kind contributions by parents equal or exceed the annual contributions listed above. For example, Table 3 does not include occasional payments such as initial registration fees and caution fees, transport (often to other islands), school uniforms, or contributions to a wide variety of fund-raising activities. Nor does it include the opportunity costs of income or production lost while the child is in school.

27. It is customary in Vanuatu for the costs of schooling to be met by many members of the child's extended family. But even allowing for this support, such high costs must put secondary school education beyond the reach of many of the poorer families in Vanuatu.

**B. Postsecondary Education Costs**

28. Cost data for both the Vanuatu Teachers College (VTC) and the National Institute of Technology of Vanuatu (Institut National de Technologie de Vanuatu, INTV) are summarized in Table 4. Public unit costs for VTC are VT 169,663. Until a few years ago, students attending this college did not have to pay fees but received a monthly allowance of VT 2,500, which was therefore equivalent to all students receiving a bursary to attend this college. By contrast, the students are now liable for substantial fees of VT 45,000 (for tuition plus boarding). To reduce hardship, however, the Government is currently offsetting these fees (by VT 10,000) through a fee supplementation given to the college.

---

<sup>11</sup> If one high-contribution SDA school is excluded, the highest in the range would be VT 9,000 and the average would be VT 2,578.

**Table 4: Budget Expenditure for Teacher Training and Technical/Vocational Education, 1998**

	Teacher Training (Vanuatu Teachers College) <sup>12</sup>	Technical and Vocational Education (INTV) <sup>13</sup>
Permanent Staff Emoluments (VT 000)	13,072	n/a
Ancillary Staff (VT 000)	3,901	n/a
School Fee Supplement (VT 000)	1,600	n/a
Operating Grant (VT 000)	2,400	n/a
Other (VT 000)	6,173	n/a
Total Budget Expenditure (VT 000)	27,146	45,905
Enrollment	160	480
Budget Expenditure per Student (VT)	169,663	95,635

Source: Ministry of Education, Youth and Sports budget data

29. This significant change, from students receiving a bursary to students having to pay fees, is in line with the findings of recent studies of postsecondary education financing throughout the world. In many if not most countries, the financing of postsecondary education has changed dramatically in recent years, resulting in a greater proportion of the costs being met by parents.<sup>14</sup>

30. Table 4 also shows that public unit costs at INTV amount to VT 95,635.<sup>15</sup> INTV's total costs are significantly higher than these sums provided from the public budget because this institution receives substantial external donor aid, in cash and in kind.

<sup>12</sup> The number of teachers at VTC is 10, so average emoluments per teacher = VT 13,072,000/10 = VT 1,307,200; School Fee Supplementation = one-third of VT 30,000 fee, for all 160 students; Operating Grant = boarding fee = VT 15,000 per student.

<sup>13</sup> INTV also receives from external donors substantial aid-in-kind for: Institutional Strengthening: VT 312,715,000; French Teaching Staff: VT 80,000,000. INTV total of VT 45,905,000 includes the following contributions from public recurrent budget to these projects: Institutional Strengthening: VT 7,966,035; French Teaching Staff: VT 2,016,945.

<sup>14</sup> World Bank 1994; Ziderman and Albrecht 1995

<sup>15</sup> Arriving at this figure was difficult because it appeared that by August 1998, INTV still had not received from the Ministry of Education a finalized budget for the year.

### **C. Cost-Benefit Analysis**

31. So far as can be traced, no cost-benefit analysis (CBA) of education expenditure in Vanuatu has been undertaken, and the Master Plan mission was too brief for such a study. CBA studies calculate the percentage rate of return to both the Government (social rate of return) and to the individual student (private rate of return) from investment in education. For almost all developing countries, the calculated rates of return are high, sometimes very high, with rates of return at lower levels of education (primary schooling, for example) almost always exceeding those of higher levels of education. A CBA study in Vanuatu would doubtless show the following:

(a) Private rates of return would be very high for those successful school graduates (the minority) who achieve paid employment in the formal economy. These rates of return would be very high because the former students paid rather little toward the cost of their education.

(b) Private rates of return would be very low for those (the majority) who leave school, with or without a record of successful school achievement, but are unable to secure any paid employment and thus return to basic work in agriculture or fishing in their villages. These rates of return would be very low because the economic benefits of their schooling would be near zero.

(c) Social rates of return (to the Government) would depend primarily on the extent to which young people leaving schools in future years would be able to secure paid employment. In almost all countries, such social returns are significantly lower than the private returns to the successful individuals. But they are generally higher than those that the Government could obtain from any alternative form of investment, though in Vanuatu this outcome would depend on a significant rise in the proportion of young people who secure paid employment over the next few years. This proportion should continue to rise in future years as the country continues along the path of economic development.

## II. Education Budget Trends

### A. Economic Background

32. Having reviewed the costs of education in Vanuatu, this annex turns next to the Government's budgets, which meet many of these costs and determine how fast the Government can pursue its education goals. The education budget, and the entire economic and financial situation in Vanuatu, must be seen against the background of the Comprehensive Reform Program. The CRP was endorsed by the National Summit in June 1997 and outlined a vision and a set of strategies for the economic and social development of the country. The CRP vision is based on creating a dynamic private sector by bringing more indigenous ni-Vanuatu into the world of business. It will do this by encouraging small and rural business development, which requires improved access to business training, as discussed elsewhere in this report. The Government's forecast for greatly improved economic performance for the next few years depends crucially on the success of the Program.

33. The most recent economic indicators and forecasts are as shown in Table 5:<sup>16</sup>

**Table 5: Economic Indicators and Forecasts**

	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>
Current price GDP (VT m)	29,110	30,558	32,086	34,011
% change in GDP (nominal)	3.5	5.0	5.0	6.0
% change in CPI	2.8	5.0	2.0	2.0
Trade balance (VT m)	-5,003	-8,300	-8,595	-8,581
External current account balance (VT m)	-2,504	-4,402	-4,254	-3,626

*Source:* National Planning Office, Supplement to the 1998 Budget

*Note:* VT 127.50 = US\$1.0 as at August 1, 1998; CPI means consumer price index

---

<sup>16</sup> Such statistics must be taken as no more than approximate indicators, not as precise data; balance of payments figures, in particular, are liable to be inexact.

34. The forecast rates of growth of GDP, as given in the Supplement to the 1998 Budget and summarized in Table 5, are in nominal terms and therefore include both real economic growth and inflation. The Government is now forecasting 1 percent real economic growth for 1998, 3 percent for 1999, and 4 percent per year thereafter. The latter represents an ambitious but not impossible target: 4 percent growth has been achieved in some past years but is above the average growth rate achieved in recent years.

35. The Government notes that future growth of the economy depends on the resumption of growth in tourism, the largest single earner of foreign exchange, though this aim could be thrown off course by the continuance of economic problems in East Asia. For the past decade, rates of economic growth in Vanuatu have mostly been between 2.5 percent and 3 percent. This range is close to the country's relatively high rate of population growth, so overall GDP per head has not increased; indeed, it may well have declined slightly.

36. The Government states that its overriding concern is that macroeconomic stability is restored. It is aiming to return to fiscal balance and to achieve a small surplus in 1999 and a larger surplus (of at least 1 percent of GDP) in 2000. Inherent in this process is "right-sizing" the public service. The 1998 budget forecasts for Government revenue as a percent of GDP—23.2 percent in 1998 rising to 24 percent by 2000—would still be relatively low when compared with those of similar countries. The Comprehensive Reform Program aims to raise this to 27 percent of GDP in the medium to longer term. Inflation has been relatively low in Vanuatu but is forecast to rise in 1998, partly because of the introduction of a value-added tax (VAT) from August 1998.

37. Regarding the external balance, the Supplement to the 1998 Budget comments: "The overall Balance of Payments situation for 1998 is expected to deteriorate largely because of the large outflows of capital following the VNPF debacle and the expectation of a devaluation." However, subsequent to the budget, a large ADB loan was expected to have a significant positive effect on financial inflows. The reference to the VNPF relates to the repayment of members' contributions by the Vanuatu National Provident Fund, to which the Government had to lend VT 1.6 billion early in 1998.

#### **B. The 1997 Budget**

The actual recurrent expenditures for 1997 are as given in Table 6:

**Table 6: 1997 Education Recurrent Budget Out-turn**

Item	Budgeted Provision (VT 000)	Actual Spend (VT 000)	Balance (VT 000)
Cabinet	18,464	17,565	899
Youth & Sports	32,834	32,525	309
Director General	3,343	31,549	-28,206
Pre-Primary & Primary Education	707,244	701,065	6,179
Secondary & Further Education	448,103	434,342	13,761
Administration & Finance	21,546	20,016	1,530
National Planning, Statistics, School Mapping	5,461	4,673	788
Teaching Service Commission	3,332	3,240	92
Scholarships	138,940	136,710	2,230
Examinations & CDC	45,613	42,798	2,815
<b>Total</b>	<b>1,424,885</b>	<b>1,396,092</b>	<b>28,793</b>

Source: Ministry of Finance data

38. This table indicates the education recurrent budget was underspent by some VT 28.8 million, or just over 2 percent of the allocated budget. This sum was available for education spending within the financial year, but has now been lost to the education sector. For an education system widely admitted to be seriously short of funds, VT 28.8 million is a considerable sum to give up. The shortfall was relatively large in the case of Secondary and Further Education. While no financial system can ever exactly hit its target, in future years the Ministry of Education should monitor education expenditure carefully throughout the year, particularly during the latter months of the year. It should prepare contingency plans so that unused budget balances can be put to good use, even at relatively short notice.

39. The Government should also consider changing the procedures for expenditures that pass through the budgets handled by the provincial education offices. Provincial education officers commented to us that the established procedures worked slowly, often with long delays caused by the need to refer each payment to the Ministry in Port Vila for implementation. If responsibility for such payments could be further decentralized, with provincial officers being able to directly spend the funds held in local bank accounts, funds could be used much more quickly.

**C. The 1998 Budget**

40. **Overview of the Government Budget.** The Government’s budget for 1998 was finalized and approved only at the end of June 1998, halfway through the financial year (which coincides with the calendar year). The 1998 budget represents a major departure from previous budgets in that it embodies, for the first time in Vanuatu, a program budgeting approach.

41. Previous budgets set unrealistic revenue and expenditure levels in order to present a balanced budget to Parliament. A lack of expenditure control coupled with poor revenue performance led to recurring underlying deficits in the budget outcome in recent years. In particular, this imbalance was due to an inappropriate tax structure, unforeseen development expenditures, and excessive use of supplementary budgets.

42. The new system of program budgeting, on which the 1998 budget is based, will help Government departments to monitor expenditure and achieve their objectives. Each program of expenditure within a Ministry has a set of objectives, means of service delivery, and performance indicators. The Ministerial Budget Committee will use this information, which was published along with the 1998 budget estimates, to check on the progress of implementation and to keep departments’ expenditure within budget.

43. The Supplement to the 1998 budget, as revised, shows that the Government projected total 1998 revenue of VT 7,162 million, expenditure of VT 9,255 million, and thus a deficit of VT 2,093 million. Once exceptional items were excluded, “domestically financed underlying expenditure” was given as VT 7,655 million. In addition to the revenue noted above, the budget projected inputs from donors to be VT 1,430 million in grants plus aid-in-kind of VT 1,981 million, giving total projected receipts of VT 10,573 million. However, the Government acknowledged that these figures for donor inputs were incomplete and that figures for aid-in-kind can be only approximations. All figures for development expenditure in Vanuatu have to be treated with caution: most development funding, around 85 percent, comes from external donors and the figures may be incomplete at the time of budget preparation.

44. **Overview of the Education Budget.** The 1998 budget allocation to the Ministry of Education, Youth and Sports (MEYS) was VT 1,694.0 million, of which VT 1,654.4 million was for Education and VT 39.6 million for Youth and Sports. The Ministry’s budget represented 23.6 percent of Government revenue. Education’s share of development funding was VT 434.3 million, comprising VT 277.3 million from donors and VT 157 million from concessional foreign loans. However, the distinction between recurrent and development expenditure is not entirely clear-cut, since some items of a development nature are included in the recurrent budget.

45. For the Ministry of Education, Youth and Sports, the total level of financing available amounted to:

Recurrent	1,694.0 million
Development	<u>434.3 million</u>
	VT 2,128.3 million

to which the budget document adds aid-in-kind, so the total resources available for the Ministry are:

Aid-in-Kind	<u>467.0 million</u>
Total Resources	VT 2,595.3 million

46. However, as noted above, this figure for aid-in-kind, funded by foreign donors, should be regarded as an approximation and was almost certainly incomplete. All the development funding and aid-in-kind are shown in the budget as relating to Education and not to Youth and Sports; the recurrent expenditure on Youth and Sports was fairly small. Some expenditure relating to education may be included in the budgets of other ministries—for example, the Ministry of Public Works budget for expenditures on renovations of school buildings—but such amounts are relatively small.

47. **Breakdown of the Education Budget.** Within the 1998 education budget, the main headings and financing allocated are as shown in Table 7. The development total of VT 434.3 million given in the budget has here been divided between the VT 277.3 million shown under Donors, and the Primary and Secondary Education Project (PASEP) figure of VT 157 million, which is shown under public funds. The figure for Aid-in-Kind corresponds to that shown in the budget and the same caveat as above applies, namely, that this is almost certainly an underestimate.



**Table 7: Recurrent Education Budget of Ministry of Education, Youth and Sports, 1998 (VT 000)**

Program	Public Funds	Donors	Total Expend.	Aid-in-Kind	Total Resources
Teaching Service Commission	4,418.6		4,418.6		4,418.6
Director General	11,095.0		11,095.0		11,095.0
Planning, Stats., Progr. Mgmt.	12,372.7		12,372.7		12,372.7
Pre-School & Primary Education*	822,536.7		822,536.7	33,636.0	856,172.7
Junior Secondary:					
Teachers & School Grants	161,856.7		161,856.7		161,856.7
School Fee Supplementation	33,442.5		33,442.5		33,442.5
Junior Secondary Schools Project		277,350.0			277,350.0
Total	195,299.2	277,350.0	472,649.2		472,649.2
Senior Secondary:					
Teachers & School Grants	241,874.4		241,874.4		241,874.4
School Fee Supplementation	29,191.5		29,191.5		29,191.5
Total	271,065.9		271,065.9		271,065.9
Secondary & Further Ed. - Other	139,265.5		139,265.5		139,265.5
Secondary & Further Ed. - Total	605,630.6	277,350.0	882,980.6	40,615.0	923,595.6
Technical & Professional Ed.:					
Teacher Training	26,482.1		26,482.1		26,482.1
Technical/Vocational Ed.	35,921.9		35,921.9		35,921.9
Other	14,426.7				
Total	76,830.7		76,830.7	392,715.0	469,545.7
Curriculum & Distance Ed.	44,215.6		44,215.6		44,215.6
Examinations	25,858.7		25,858.7		25,858.7
Youth & Sports	27,639.1		27,639.1		27,639.1
Admin., Finance & Personnel	23,787.2		23,787.2		23,787.2
Total	1,654,385.0	277,350.0	1,931,735.0	466,966.0	2,398,701.0
PASEP	157,000.0				157,000.0
Grand Total	1,811,385.0	277,350.0	2,088,735.0	466,966.0	2,555,701.0

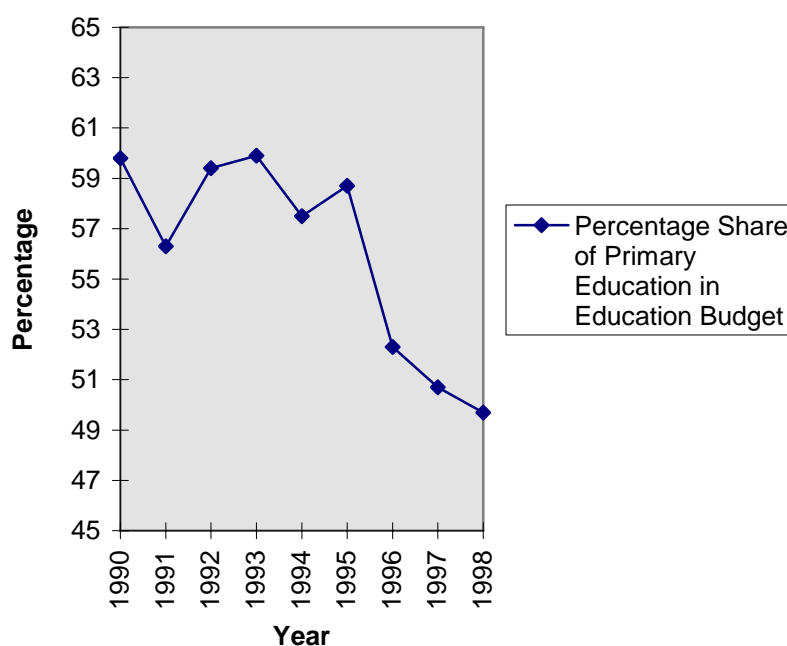
Source: National Planning Office  
Note: Figures exclude VT 39.6m for Youth and Sports

48. Primary education's share of the total education recurrent budget has been declining significantly in recent years, as shown in Table 8 and Figure 1. This trend should not be seen as surprising. Indeed, is only to be expected, in view of the gradual development of secondary and post-secondary education.

**Table 8: Percentage Share of Primary Education in the Education Budget**

Year	%
1990	59.8
1991	56.3
1992	59.4
1993	59.9
1994	57.5
1995	58.7
1996	52.3
1997	50.7
1998	49.7

**Figure 1: Percentage Share of Primary Education in Education Budget**



**D. Education Budgets to 2000**

49. Budgets are prepared on a rolling, three-year basis, so the 1998 budget document includes forecast recurrent budget figures for the total Government and for MEYS for the years 1999 and 2000. (It would be much more difficult if not impossible to give such advance forecasts for development expenditure, since much of this is funded by external donors and therefore depends on donors’ policies and priorities.) The recurrent budget forecast is as follows:

	<u>1999</u>	<u>2000</u>	<u>% Increase</u>
Total Government (G)	VT 7,486.9 m	VT 7,871.7 m	5.1%
Ministry of Education (E)*	VT 1,859.4 m	VT 2,042.6 m	10.0%
E/G, %	24.8%	25.9%	

\* Includes relatively small budget for Youth and Sports

50. Previous reports commented on the worrying decline over time in the share of the central Government recurrent budget allocated to education.<sup>17</sup> This share exceeded 25 percent in each year from 1980 to 1984 and then declined steadily, to dip below 20 percent by 1990. Table 9 and Figure 2 show that education's share of the budget recovered from 1990 to 1994, only to fall again between 1994 and 1997. The years since 1997 have seen a marked and much welcomed recovery in relative terms. The increased percentage for 1998 was particularly significant, and further relative increases are forecast for 1999 and 2000.

**Table 9: Recurrent Expenditure, 1990–2000,  
Government of Vanuatu and Ministry of Education**

<b>Year</b>	<b>Government Recurrent Expenditure (G) (VT m)</b>	<b>Ministry of Education Recurrent Expenditure (E)* (VT m)</b>	<b>E/G, %</b>
1990	4528.6	886.6	20
1991	4975.9	928.9	18.67
1992	5111.6	1082.8	21.18
1993	5372.7	1128.4	21.0
1994	5451.3	1232.5	22.61
1995	6419.8	1330.1	20.72
1996	7026.1	1466.1	20.87
1997	7027.3	1396.1	19.87
1998	7655.3	1694.0	22.1
1999	7486.9	1859.4	24.84
2000	7871.7	2042.6	25.95

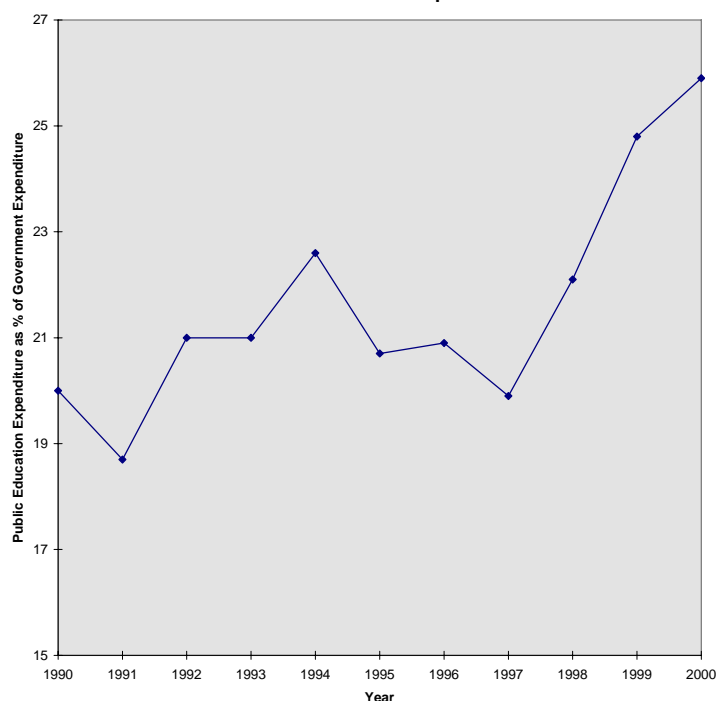
Source: Ministry of Finance data

Note: 1990–1997: actual; 1998: budget; 1999–2000: forecast

\*includes relatively small expenditure relating to Youth and Sports

<sup>17</sup> Narsey 1993; Runner 1995

Figure 2: Public Education Expenditure as % of Government Expenditure



51. Table 10 and Figure 3 show the percentage increases in total Government recurrent expenditure and education recurrent expenditure between 1990 and 2000.<sup>18</sup> The overall trend has been positive and increasing, despite slight dips in 1991 and 1997. The nadir was reached in 1997 when education expenditure actually declined from the figure for the previous year.

<sup>18</sup> This trend is based on actual expenditures between 1990 and 1997, and budget figures between 1998 and 2000.

**Table 10: Annual Percentage Changes in Recurrent Expenditure,  
Government of Vanuatu and Ministry of Education<sup>19</sup>**

Year	Government Recurrent Expenditure, % increase	Ministry of Education Recurrent Expenditure, % increase
1991	9.9	4.7
1992	2.7	16.6
1993	5.1	4.2
1994	1.5	9.2
1995	17.8	7.9
1996	9.4	10.2
1997	0.0	-4.8
1998	8.9	21.3*
1999	-2.2	9.8
2000	5.1	9.8

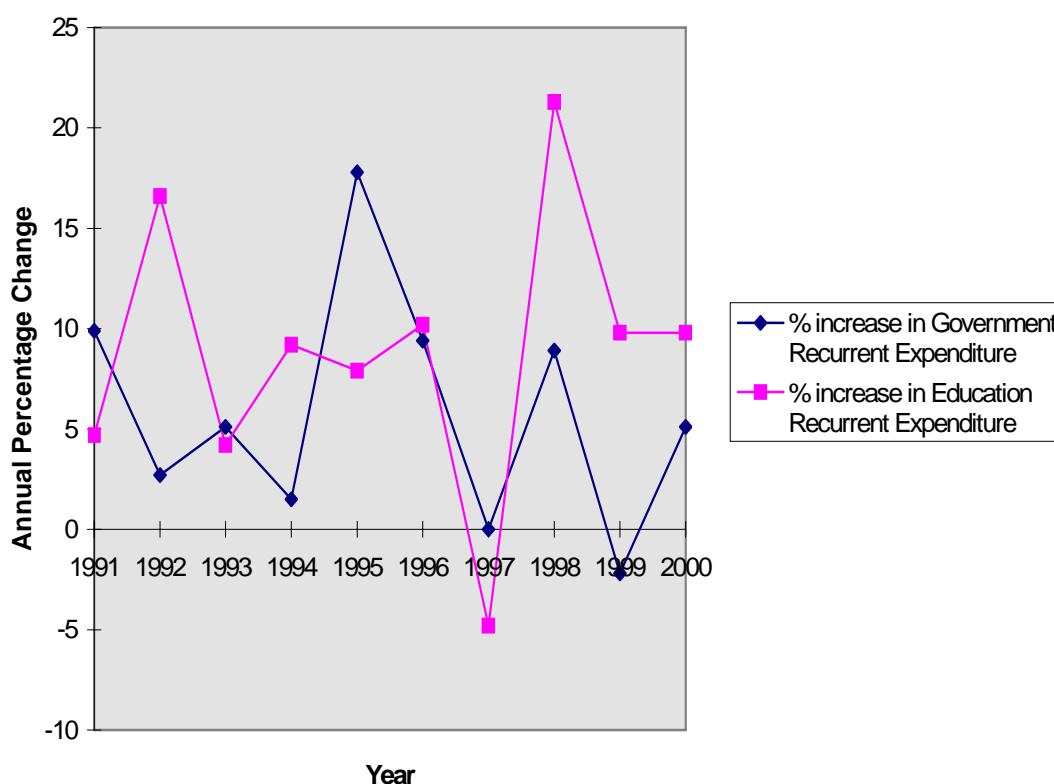
Source: Ministry of Finance data

Note: 1991–1997: actual; 1998: budget; 1999–2000: forecast

---

<sup>19</sup> The Ministry of Finance advises that the percent increase for 1998, as given in their records and reproduced here, is misleading, due to changes in accounting practice. Certain salary allowances were allocated to departments instead of being provided centrally. On a basis comparable with 1997, the increase is around 10 percent, as given previously. The percentage increases for 1999 and 2000 also show small differences from those given above, for similar reasons of definition.

**Figure 3: Annual Percentage Changes in Recurrent Expenditure, Government of Vanuatu and Ministry of Education**



52. The Prime Minister, The Hon. Donald Kalpokas, has commented that the Ministry of Education budget for 1998 showed an increase of 10 percent compared to the previous year, while that for Health was increased by only 3 percent. In addition, those for some other major ministries and departments were either held constant (Agriculture, Livestock, Forestry and Fisheries) or were reduced by 15 percent (Public Service, Public Works) to reflect the exercise of right-sizing Government. The official Supplement to the Budget confirms this 10 percent increase in nominal terms for education over 1997 (which after allowing for inflation of 2.8 percent still gives a real increase of 7.2 percent). This document comments that this increase is “to cater for school enrollment growth” and that “long-term growth also requires raising the level of education and training of the labor force in order to provide the skills that investors, both local and foreign, need for expansion.”

53. The clearly increased priority now being attributed to education is indicated by the significant increase in the education budget for 1998 and the forecast relative increases of around 10 percent for 1999 (an increase in education expenditure even though total Government recurrent expenditure is budgeted to decline) and 2000. If these forecasts can be adhered to, by 2000 the share of education in the central Government’s budget will have again attained or even exceeded the level of 25 percent that was being achieved in the early 1980s. This percentage would compare well with

those achieved in other Pacific island countries, and it may be necessary in Vanuatu because of the inherently high costs of providing education in the country.<sup>20</sup>

“[E]ducation has played a key role in the explanation of the economic growth over the last thirty years. In fact, primary education appears to be the single largest contributor to economic growth, ahead of physical investment, while secondary schooling investment ranks third.”

*Source: Mingat 1995*

### III. The Affordability of Education Reform

54. As discussed elsewhere in this Master Plan, Vanuatu’s education system provides reasonably well for primary students, but enrollment falls dramatically after Grade 6 because of the limited number of student places in higher grades. One of the main objectives of the Government’s reform is to expand enrollments beyond Grade 6. One possibility the Government of Vanuatu has considered is to provide universal education not only to Grade 8 but all the way through Grade 10. In addition, many students already benefit from a noncompulsory but increasingly common preparatory year before Grade 1. Thus, 11 years (prep to Grade 10) of universal education is the Government’s ultimate goal. This section assesses whether that is a realistic target for the next 10 years or whether an interim target should be set for the 2000–2010 period.

55. The feasibility of this proposal needs to be examined from the perspective of both demand and supply. Demand relates to the costs of the reform, and supply relates to the available recurrent budget resources to meet those costs. This section first estimates the potential expansion of the education system based on various assumptions about enrollment and population growth. These estimates are then coupled with a projection of the recurrent budget for education (preparatory senior secondary) for the next 11 years. The demands of the reform and the supply of funding are combined to assess the reform’s affordability and sustainability.

#### A. Demand: The Financial Requirements of Education Reform

56. The first step is to project the total number of children to be enrolled in the education system in the coming years. The demand-side analysis first forecasts the growth of the education system as a result of new initiatives, particularly the introduction of the vernacular language in the lower grades and an increase in enrollments from Grades 7 through 10, all of which occur almost simultaneously. These initiatives directly affect the capacity of the system and the number of student places available. The model also assumes the Government will take the following steps:

- placing the preparatory year and Grades 1 and 2 in community schools instead of larger primary schools;
- restructuring the current system so that Grades 7 and 8 are taught at the primary schools, using vacated Grade 1 and 2 classrooms, rather than provincial secondary schools;
- enforcing minimum-age entry into preparatory at 5 years; and

---

<sup>20</sup> Pacific island country comparisons are in ADB 1997, p. 239.

- phasing in the reform over 11 years; that is, absorbing 10 percent of 5-year-olds into the system in the first year and achieving 100 percent net enrollment at the preparatory level by the end of the reform period.

57. For simplicity, the number of children in “reform schools” (schools that have switched to the new system) and the number in the existing system are calculated separately. Taken together, these estimates yield the total number of children in the school system for every school year from 2000 to 2010. This model is calculated on the basis of enrollments in 1997.

58. **The New System.** The number of reform schools will increase incrementally. In estimating enrollment under the new system, the model divides the student population into two groups: the new intake into kindergarten and enrollment in the upper levels. The number of enrollments into kindergarten is a function of the number of 5-year-olds in any given year. The enrollment for all the other grades is a function of the pass and dropout rates. The two equations are described below:

- (a) Intake into kindergarten or the preparatory class is defined as:

$$\text{Enrollment}_{\text{preparatory}} = Z * [(1+\alpha)X]$$

where

X = the population in the base year;

$\alpha$  = the population growth rate assumed for Vanuatu, which is 2 percent between the years 2001 and 2004 and 3 percent thereafter;

Z = the percentage of 5-year-olds absorbed into the system under the reform. Based on the gradual phase-in of the reform, Z is defined as the following:



**Table 11: Phasing in of New System**

Percentage of 5 year-olds in new system	Year
10	2000
20	2001
30	2002
40	2003
50	2004
60	2005
70	2006
80	2007
90	2008
100	2009

(b) Enrollment at all other levels is defined as:

$$\text{Enrollment}_t = \text{Enrollment}_{t-1} * (\text{Pass Rate}_{t-1} - \text{Dropout Rate}_{t-1})^{21}$$

where t = Grades 1 through 14.

The assumed pass and dropout rates are:

---

<sup>21</sup> The retention rate is assumed to be zero in this case.

**Table 12: Pass and Dropout Rates (New System)**

Grades	Pass Rate	Dropout Rate <sup>22</sup>
Preparatory	-	1
Grades 1–5	100	1
Grades 6–7	100	1
Grades 7–8	100	1
Grades 8–9	30	1
Grades 9–10	100	2
Grades 10–11	38	2
Grades 11–12	100	2
Grades 12–13	51	0
Grades 13–14	100	0

59. **The Existing System.** The model also incorporates the children who are in the present system. The calculation of projected number of children in non-reform schools is also based on a linear function, which can be defined as:

$$\text{Enrollment}_t = \text{Enrollment}_{t-1} * (\text{Pass Rate}_{t-1} - \text{Dropout Rate}_{t-1}) + \text{Enrollment}_{t-1} * \text{Retention Rate}_{t-1}$$

where t = Grades 1 through 14

The assumed pass, dropout, and retention rates are:

**Table 13: Pass, Dropout, and Retention Rates (Present System)**

Grades	Pass Rate	Dropout Rate	Retention Rate
Preparatory	-	1	1
Grades 1–5	100	2	2
Grades 6–7	30	19	19
Grades 7–8	100	0.8	.8
Grades 8–9	85	2	2
Grades 9–10	30	3	3
Grades 10–11	38	2	2
Grades 11–12	100	2.5	2.5
Grades 12–13	51	3.5	3.5
Grades 13–14	40	0	0

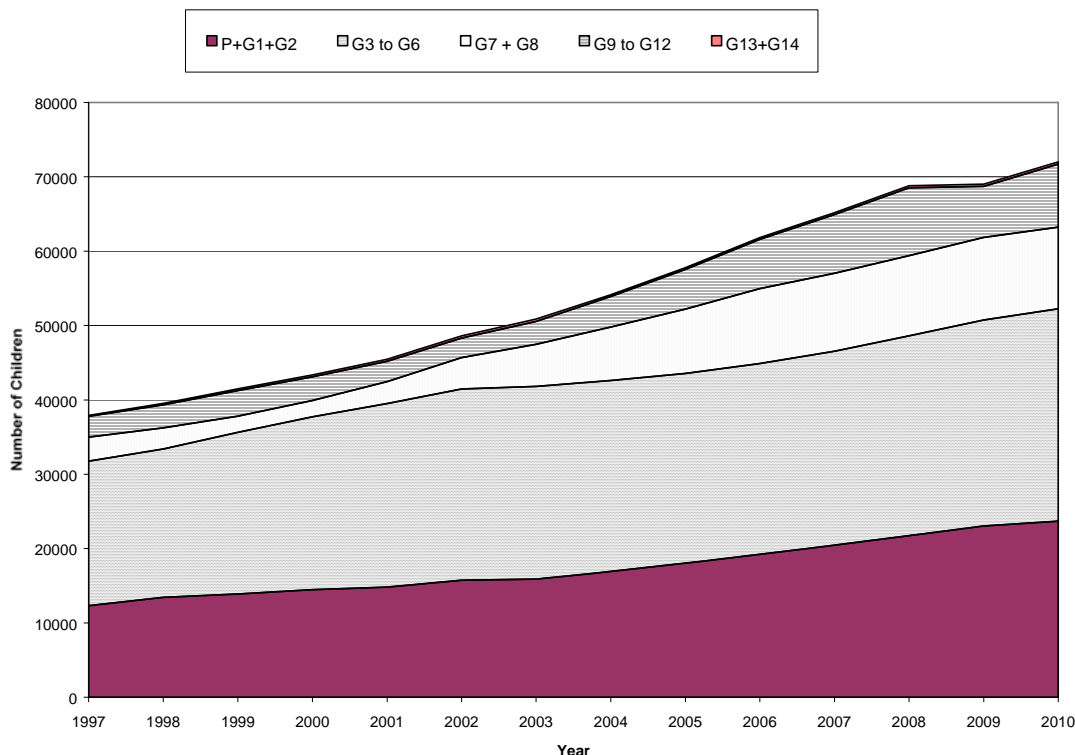
60. **Results.** The new system begins at a base of 580 children in 20 new preparatory classes in the first year. Based on these projections, over the 10-year period the size of the preparatory class expands to slightly more than 7,000 (see Figure 4). The expansion of the system occurs mainly in the first seven levels (preparatory through Grade 6) because the first cohort of children in the reform schools does not enter Grade 7 until 2007. The total student population increases from 43,352 to 72,000 between 2000 and 2010, which represents a 66 percent increase over the period (see figure below).

---

<sup>22</sup> Dropout rate is the percentage of children who drop out of the given grade.

**Figure 4: Total Student Population in New and Existing System, 1997–2010**

61. **Cost.** Estimates of the total cost of the reform are based on several key assumptions about unit costs and implementation.<sup>23</sup> The reform introduces several changes into the school system. These include:



- transferring Grades 7 and 8 to primary schools from junior secondary schools, thus eliminating costs associated with boarding, and
- recruiting local teachers for Grades 1 and 2 in the new system and paying them a lower salary than current Grade 1 and 2 teachers.

This last point is crucial for the sustainability of the reform. The new teachers who are recruited locally would be paid a quarter of a regular primary school teacher’s salary, that is, VT 6,250 instead of VT 25,000 per annum. If the new recruits are paid the full VT 25,000, the system will not be sustainable once it is fully operational at the end of the 11-year reform period.

The unit costs per student used in these calculations are as follows:

<sup>23</sup> Narsey 1994 indicates that the recurrent budget primarily finances emoluments, so the unit costs used in the analysis reflect this reality.

**Table 14: Unit Costs (Base Case)**

System	Grades	Unit Cost (Vatu )
New System	Preparatory–Grade 2	6,250
	Grades 3–6	25,000
	Grades 7–8	45,000
	Grades 9–12	110,600
Present System	Grades 1–6	25,000
	Grades 7–8	78,300
	Grades 9–10	78,300
	Grades 11–12	110,600
	Grades 13–14	110,600

As expansion increases, the total costs of the system increase steadily from VT 2 million to VT 2.5 million between 2002 and 2010. This is roughly a 33 percent increase in total cost. The estimates are based on conservative unit costs that remain constant over the reform period.

**Table 15: Total Estimated Education Recurrent Costs by Level  
2002, 2005, and 2010 (VT '000s)**

	2002	2005	2010
<i>New System</i>			
Preparatory, Grades 1–2	22,275	59,594	1 3 1 , 2 1 3
Grades 3–6	0	86,475	415,850
Grades 7–8	0	0	179,910
Grades 9–12	0	0	177,292
Grades 13–14	0	0	0
<i>Existing System</i>			
Grades 1–6	947,425	764,300	3 6 5 , 1 5 0
Grades 7–8	330,896	677,843	547,004
Grades 9–10	140,470	364,408	595,158
Grades 11–12	932,36	77,973	100,425
Grades 13–14	33,069	23,668	33,180
<i>Total</i>			
Preparatory–Grade 8	1,300,596	1,588,112	1 , 6 3 9 , 1 2 6
Grades 9–14	266,775	466,050	906,055
<b>Grand Total</b>	<b>1,567,371</b>	<b>2,054,161</b>	<b>2,545,181</b>

**B. The Supply-Side: Availability of Public Funding**

62. As noted earlier, for most of the past decade the Government of Vanuatu has maintained an education budget of more than VT 1 billion, equivalent generally to 20 percent or more of its total recurrent budget. This reflects a strong commitment to education. But is the projected increase in recurrent expenditures sufficient to implement the reform over the coming decade? This analysis looks at the supply side of the equation: the likely availability of Government funding for education. Because of high unit costs, the bulk of the Government's budget has financed recurrent expenditures only; the capital budget has been financed primarily through donor aid. So this analysis focuses on the recurrent budget.

63. **Projecting the Education Budget.** Using assumptions regarding economic growth and the share of the budget that will be devoted to education, the model forecasts the potential growth of the consolidated recurrent budget for the pre-primary, primary, junior secondary, and senior secondary levels. The model uses three scenarios—high, medium, and low—to project the growth of the budget to 2010. The assumptions about economic growth are based predominantly on the Government's projections (summarized in the previous section) and an analysis of the historical trend over the past decade. To present a wider range of possibilities, however, for the low scenario the model uses slightly lower growth rates than the Government's projections.

*(i) High Growth Scenario:* The high case is based on assumptions of strong economic growth and a high level of Government commitment to education. Specifically, this scenario assumes that:

- Vanuatu experiences high economic growth: GDP increases in real terms by 1 percent in 1998, 3 percent in 1999, and 4 percent thereafter;
- Government expenditure as a percentage of GDP increases continuously to highs of 24 percent in 2000 and 27 percent thereafter;
- the Ministry of Education, Youth and Sports receives 26 percent of total Government expenditure from 2001 to 2010; and
- the pre-primary, primary, junior secondary, and senior secondary levels receive a large share of the total education budget (about 85 percent, as in the past).

64. The above model yields a trajectory for the consolidated budget (pre-primary through senior secondary) that begins at VT 1,730 million in 2000 and reaches a high of VT 2,891 million in 2010 (see Figure 5).

*(ii) Medium Growth Scenario:* The medium growth scenario relies on more conservative assumptions of economic growth, but Government commitment to education is assumed to remain strong. The assumptions are the same as for the high scenario, except that:

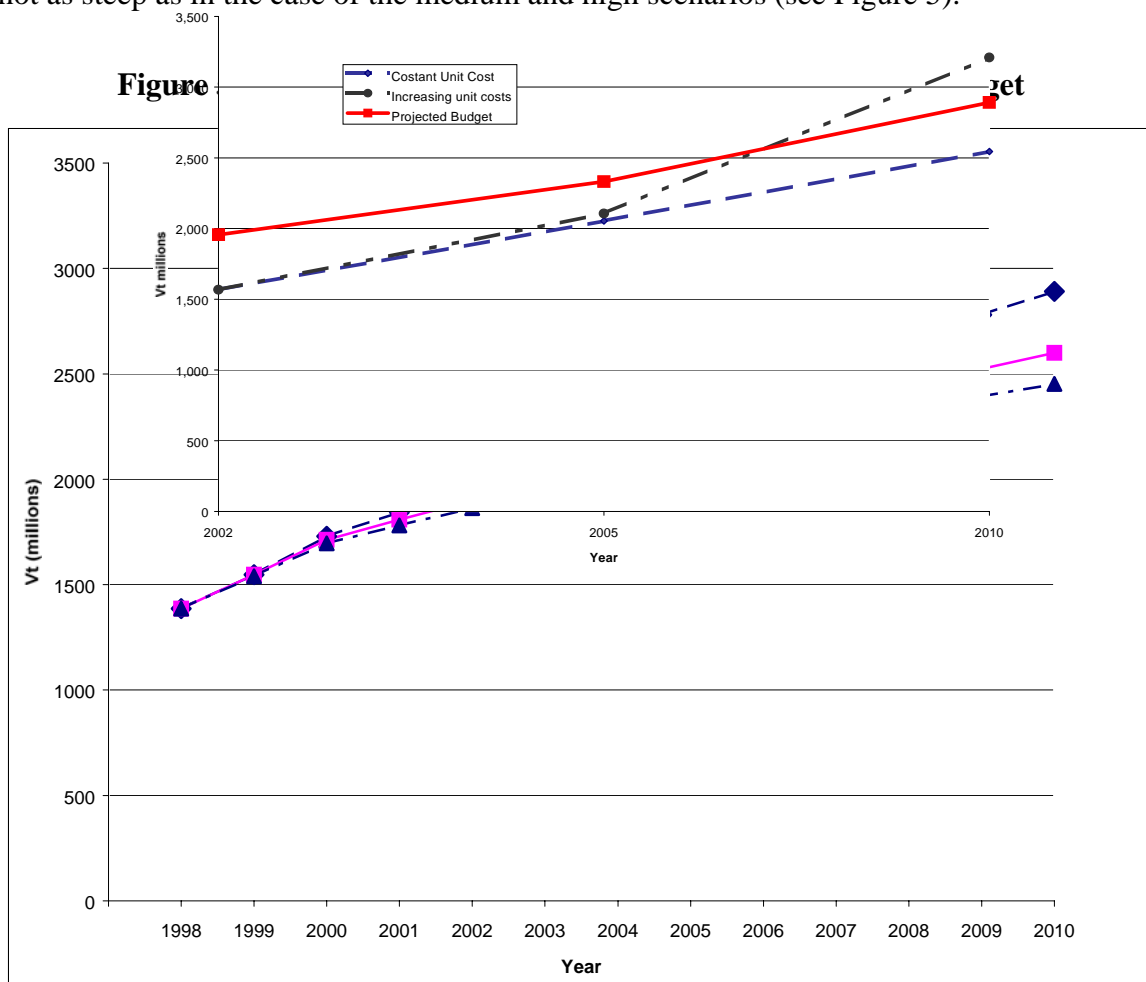
- Vanuatu experiences moderate growth rates: GDP increases in real terms by 1 percent in 1998 and 3 percent in 1999 thereafter.

The medium growth assumptions yield a trajectory that begins at a somewhat lower base of VT 1,713 million in 2000 and achieves a high of VT 2,600 million in 2010 (see Figure 5).

*(iii) Low Growth Scenario:* The low case assumes positive but lower growth, and consequently the budget for education is more constrained. Again, the assumptions remain the same except that:

- Vanuatu experiences lower growth: GDP increases in real terms by 1 percent from 1998 until 2002, 2 percent from 2003 until 2008, and 3 percent thereafter.

Using assumptions of low growth, the budget grows at a slow rate from VT 1,647 million to VT 2,452 million between 2000 and 2010. The growth trajectory is naturally not as steep as in the case of the medium and high scenarios (see Figure 5).



65. **Affordability of the Reform.** The financial requirements of the Government’s reform initiatives were projected previously. This section uses the above budget scenarios to assess the affordability and sustainability of the reform. Theoretically, the Government would be able to fully finance 11 years of universal education by 2010, but only if (a) Vanuatu enjoyed continuous robust economic growth, (b) maintained its firm commitment to education, and (c) kept unit costs constant. The cost of the reform and the education budget grow in parallel over the period (see Figure 6).

**Figure 6: Affordability of Education Reform Under the High Growth Scenario**

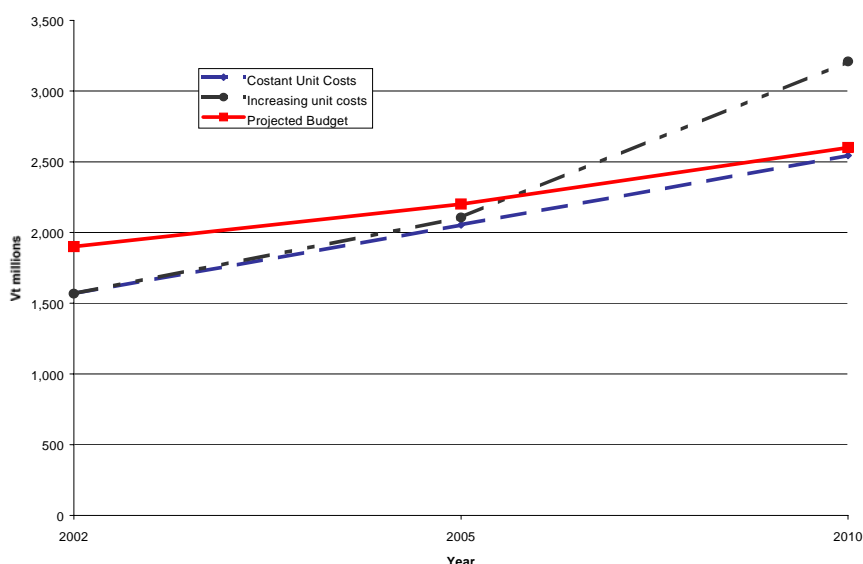
66. However, the sustainability and risks of the above optimistic scenario make it less attractive. If the Vanuatu economy slows, the outcome changes dramatically. Using forecasts of medium growth, the cost of the reform package and the recurrent budget for education begin to converge midway through the reform. By the end of the period in 2010, the budget is barely sufficient to cover the costs of the reform (see Figure 7). Given the general direction of the growth trajectories, it is clear that the reform will become unaffordable shortly after 2010 even if unit costs remain constant. Again we see that if there is to be the introduction of increasing costs into the system, the gap between the projected budget and the costs of the reform increases; by 2010, the gap is about VT 610 million.

**Figure 7: Affordability of Education Reform Under the Medium Growth Scenario**

In the case of low economic growth, the reform package quickly becomes unaffordable. A budget deficit will emerge as early as 2004. By 2010 the cost of the reform is VT 2.5 billion, 12 percent larger than the education budget (see Figure 8). This is estimated using the assumption of constant unit costs throughout the 10-year period. Adding in increments in the unit costs as the Government tries to improve education services, the gap widens considerably, nearly VT 1 billion in 2010.

67. **Alternative Strategies.** The requirements for success of the reform are strong economic growth and the Government’s clear commitment to education. Should either of these conditions falter, the fiscal sustainability of the reform would be jeopardized. For example, in a case of moderate growth, the cost of the reform and the Government’s budget converge, so sustainability becomes more uncertain. And even strong growth will not allow the Government to afford both increased spending per student universal education through Grade 10.

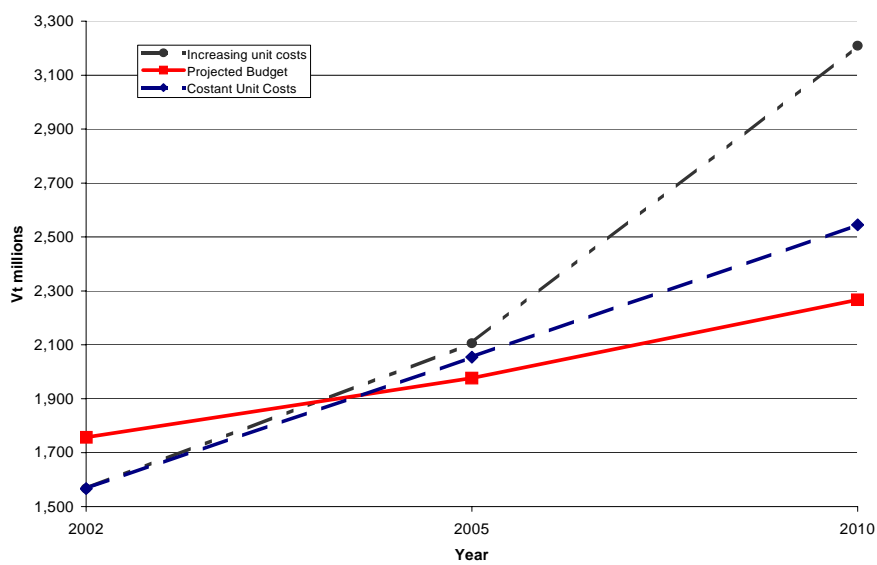
68. Given such high risks associated with the above program, this section discusses several alternatives to the original target of universal 11-year education by 2010. One is to implement a more modest reform, under which the Government achieves 8 years of



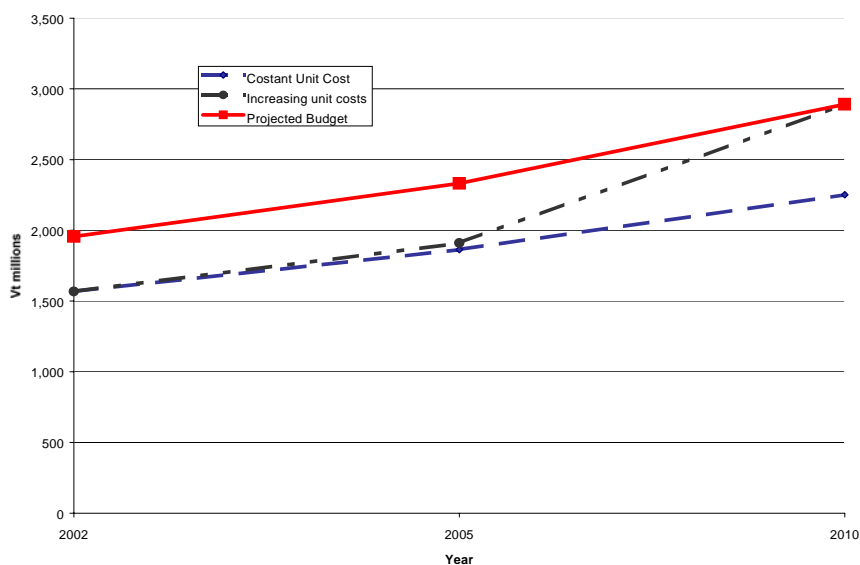


universal education within the reform period and pursues 11 years as a longer-term goal. As Figures 9, 10, and 11 show, implementing an 8-year reform under which expansion occurs only between the preparatory year and Grade 7 reduces the risks and increases the sustainability of the reform tremendously.

**Figure 8: Affordability of Education Reform Under the Low Growth Scenario**

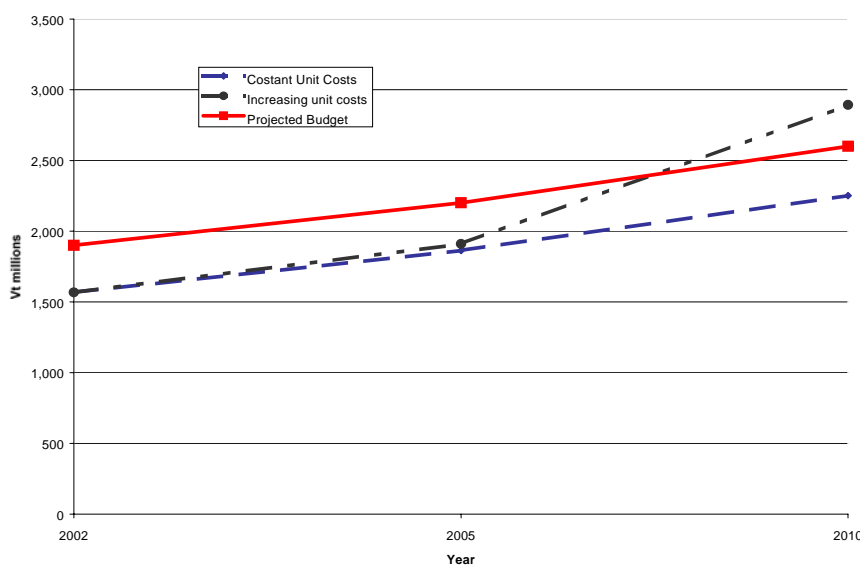


**Figure 9: The Affordability of 8-Year Universal Education Under the High Scenario**



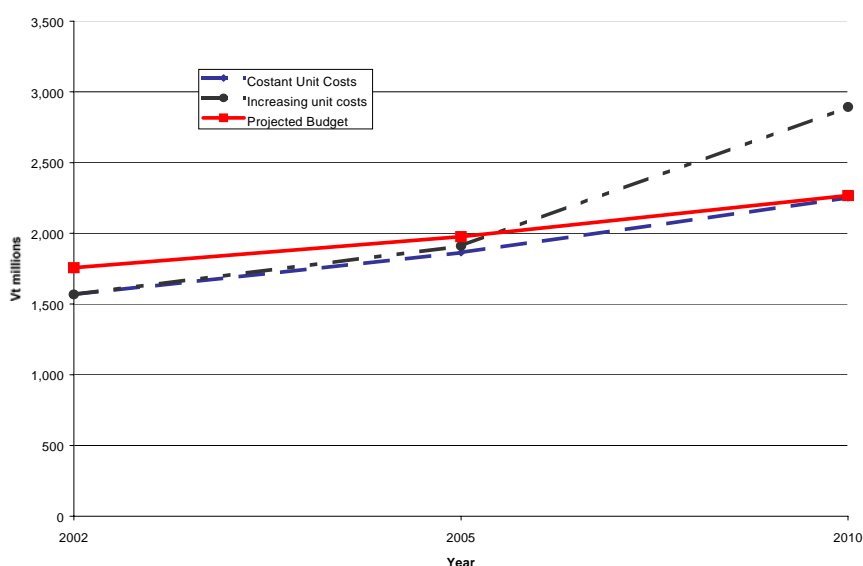
69. In both the high and medium cases, the cost of the reform remains lower than the estimated education budget throughout the 11 years. It is only in the case of low growth that sustainability becomes questionable in the last year or so of the reform. Clearly this more moderate program would be more feasible; however, given the volatility of economic growth in the Pacific and the continuing strain of the East Asian economic crisis, even this option remains somewhat risky.

**Figure 10: The Affordability of 8-Year Universal Education Under the Medium Scenario**



**Figure 11: The Affordability of 8-Year Universal Education Under the Low Scenario**

70. Another policy option that the Government has considered is to implement a program of not reducing teacher salaries for those who will teach Grades 1 and 2 in the vernacular. The main implication of that approach is that costs will rise substantially.



Take for example the case of a 8-year universal education program. Under the above model, it is assumed that teachers would be paid about a quarter of the salary that the present system allows, thus lowering unit costs per student to about VT 6,250. The total cost of the system increases from VT 2.3 billion (constant unit costs assumption) to VT 2.6 billion. Under the high and medium budget scenarios, the projected budget will increase to at least VT 2.6 billion, so it would be plausible to finance this initiative. However, if the economy slows and the low case scenario becomes reality, paying the higher salaries would quickly become unfeasible. Factoring in a 5 percent increment for quality improvements would increase costs from VT 2.9 billion to VT 3.3 billion. This would make the 8-year universal education program unaffordable under all three scenarios. The purpose of the reduced teacher salary scale is to increase cost-savings within the system. If the Government does not adopt this measure, it will be difficult to finance real quality improvements in the system and simultaneously provide 8 years of universal education in Vanuatu.

71. This analysis shows that the risks of implementing a 11-year universal education program are high given the budgetary constraints the Government faces. The implementation an 11-year universal education program requires strong macroeconomic fundamentals, which are difficult to guarantee because of the vulnerability of the economy to external shocks. A case in point is the recent financial and economic crisis in East Asia. The spill-over effects of the crisis on Vanuatu’s economy resulted in lower growth for the past two years because of shrinkage in the export markets on which Vanuatu relies. However, the analysis above shows that the Government can afford to implement a modest program of 8 years of expansion, between the preparatory year and Grade 7. This program would allow an expansion of enrollments from 42,000 to 68,000, which represents a 58 percent increase in total student enrollment, still a substantial improvement over the current situation.

### References

- Asian Development Bank (ADB) (1997). *Vanuatu: Economic Performance, Policy and Reform Issues*. Manila: Asian Development Bank.
- ADB (1996). *Indonesia: Education Finance Study: Education Sector Financing in High Performing Asian Economies*. Manila: Asian Development Bank.
- Mingat, A. (1995). *Towards Improving Our Understanding of the Strategy of High Performing Asian Economies in the Education Sector*. Manila: Asian Development Bank.
- Ministry of Finance and Economic Management (1998). *Supplement to the 1998 Budget*. Port Vila: Government of Vanuatu.
- Narsey, W. (1993). *The Financing of Education in Vanuatu*. Port Vila: Government of Vanuatu.
- National Planning Office (1997), *Human Resources*, Paper ER/12, Comprehensive Reform Program. Port Vila: Government of Vanuatu.
- Reynolds, D., and Farrell, S. (1996). *Worlds Apart?* London: Ofsted.
- Runner, P. (1995). *The Development of the Education and Training System, An Analysis of Costs and Financing*. Port Vila: Government of Vanuatu.
- World Bank (1994). *Higher Education, The Lessons of Experience*. Washington: The World Bank.
- Zideman, A., and Albrecht, D. (1995). *Financing Universities in Developing Countries*. Stanford Series on Education and Public Policy No. 16. Falmer Press.

## ANNEX 1

### ATTACHMENT A: PUBLIC BUDGET EXPENDITURE BY LEVEL OF EDUCATION, 1998

**Attachment Table 1: Breakdown of 1998 Public Budget Expenditure for Primary Education**

Designation	Permanent Staff (VT 000)	Travel/ Subsistence (VT 000)	Training (VT 000)	Grants to Non-Gov't Schools (VT 000)	Stationery (VT 000)	General Services (VT 000)	Repairs/ Maintenance (VT 000)	Other/ Incident (VT 000)	Total Direct Budget Allocations (VT 000)	Pro-Rata Adjustment Factor*	Adjusted Total Budget (VT 000)	School Enrollment	Budget Expenditure Per Pupil (VT)
<i>Public Schools by Province</i>													
Sanma	86,052	1,510	445	-	2,260	616	7,920	84	98,887	1.065	105,331	4,108	25,641
Penama	83,242	1,450	433	-	2,165	588	7,920	84	95,882	1.065	102,131	3,935	25,954
Malampa	98,280	1,740	491	-	2,615	711	10,080	84	114,001	1.065	121,430	4,754	25,543
Shefa	146,320	2,530	649	-	3,802	1,035	10,080	84	164,500	1.065	175,220	6,911	25,354
Tafea	85,525	1,530	449	-	2,293	623	9,180	84	99,684	1.065	106,180	4,168	25,475
Torba	29,704	520	247	-	794	215	3,420	42	34,942	1.065	37,219	1,444	25,775
<b>Total</b>	<b>529,123</b>	<b>9,280</b>	<b>2,714</b>	<b>-</b>	<b>13,929</b>	<b>3,788</b>	<b>48,600</b>	<b>462</b>	<b>607,896</b>	<b>1.065</b>	<b>647,513</b>	<b>25,320</b>	<b>25,573</b>
<i>Private Schools by Category</i>													
Catholic	140,999	-	-	8,394	-	-	-	-	149,393	1.065	159,129	6,763	23,529
Protestant	23,123	-	-	1,553	-	-	-	-	24,676	1.065	26,284	1,178	22,313
<b>Total</b>	<b>164,122</b>	<b>-</b>	<b>-</b>	<b>9,947</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>174,069</b>	<b>1.065</b>	<b>185,413</b>	<b>7,941</b>	<b>23,349</b>
<i>Overall Total, All Primary Schools</i>													
<b>Total</b>	<b>693,245</b>	<b>9,280</b>	<b>2,714</b>	<b>9,947</b>	<b>13,929</b>	<b>3,788</b>	<b>48,600</b>	<b>462</b>	<b>781,965</b>	<b>1.065</b>	<b>832,926</b>	<b>33,261</b>	<b>25,042</b>

*Source:* Ministry of Education, Youth and Sports budget data

*Notes:* Basis of allocations by Ministry: Teachers' salaries: based on actual teachers' salaries: average over total of 1,216 teachers = VT 570,100 per teacher. Travel/Subsistence: VT 10,000 per teacher; Training: approx. VT2,200 per teacher; Stationery: VT 500 per student. General Services and Repairs/Maintenance: estimated 50/50 contribution.

\* This adjustment factor allocates remainder of primary school budget to provinces and school categories, pro-rata. This remainder of budget includes some small expenditure on pre-primary education.

Additional Small Grants not included above: Seventh Day Adventist schools: VT 8.4m., 'Other' schools: VT 5m.

**Attachment Table 2: Breakdown of 1998 Public Budget Expenditure for Junior Secondary Education**

School	Permanent Staff (VT 000)	Grants to Non-Gov't Schools (VT 000)	Transfers to Gov't Schools (VT 000)	Ancillary Staff (VT 000)	School Fee Supplement (VT 000)	Total Direct Allocation (VT 000)	Pro-Rata Adjustment Factor	Total Budget Expenditure (VT 000)	Enrollment	Budget Expenditure per Pupil (VT)
<b>Public Schools</b>										
Hog Harbour	2,897	-	578	1,790	1,575	6,840	1.217	8,324	105	79,279
Ambaebulu	3,178	-	578	1,790	1,575	7,121	1.217	8,666	105	82,536
Navaturiki	4,809	-	770	3,493	2,100	11,172	1.217	13,596	140	97,117
Nazareth	4,892	-	770	2,958	2,100	10,720	1.217	13,046	140	93,187
Liro	1,265	-	192	986	525	2,968	1.217	3,612	35	103,202
Norsup	3,089	-	578	1,790	1,575	7,032	1.217	8,558	105	81,504
SW Bay	3,165	-	577	1,790	1,575	7,107	1.217	8,649	105	82,374
Ranon	4,609	-	770	3,493	2,100	10,972	1.217	13,353	140	95,378
Rensarie	9,367	-	1,540	3,494	4,200	18,601	1.217	22,637	280	80,848
Burumba	1,943	-	385	1,790	1,050	5,168	1.217	6,289	70	89,849
Epi	3,990	-	770	3,493	2,100	10,353	1.217	12,600	140	89,997
Nabangasale	2,445	-	385	1,500	1,050	5,380	1.217	6,547	70	93,535
Ulei	3,298	-	578	1,790	1,575	7,241	1.217	8,812	105	83,927
Ienaula	3,165	-	577	1,790	1,575	7,107	1.217	8,649	105	82,374
Isangel	3,142	-	577	1,790	1,575	7,084	1.217	8,621	105	82,107
Tafea	9,443	-	1,540	3,494	4,200	18,677	1.217	22,730	280	81,178
Arep	4,735	-	770	3,493	2,100	11,098	1.217	13,506	140	96,473
<b>Total, Public Schools</b>	<b>69,432</b>	<b>-</b>	<b>11,935</b>	<b>40,724</b>	<b>32,550</b>	<b>154,641</b>	<b>1.217</b>	<b>188,198</b>	<b>2,170</b>	<b>86,727</b>

Continued next page

**Attachment Table 2 (continued)**

School	Permanent Staff (VT 000)	Grants to Non-Gov't Schools (VT 000)	Transfers to Gov't Schools (VT 000)	Ancillary Staff (VT 000)	School Fee Supplement (VT 000)	Total Direct Allocation (VT 000)	Pro-Rata Adjustment Factor	Total Budget Expenditure (VT 000)	Enrollment	Budget Expenditure per Pupil (VT)
<b>Private Schools</b>										
Molivuliva	4,607	700	-	-	2,100	7,407	1.217	9,014	140	64,388
St. Michel	4,740	700	-	-	2,100	7,540	1.217	9,176	140	65,544
Tagaga	4,759	700	-	-	2,100	7,559	1.217	9,199	140	65,709
Melsisi	4,659	700	-	-	2,100	7,459	1.217	9,078	140	64,840
Orap	7,310	1,060	-	-	3,150	11,520	1.217	14,020	210	66,761
Vao	4,371	700	-	-	2,100	7,171	1.217	8,727	140	62,336
Sesivi	4,381	700	-	-	2,100	7,181	1.217	8,739	140	62,423
Lowanatom	2,446	385	-	-	1,050	3,881	1.217	4,723	70	67,474
Imaki	3,424	700	-	-	2,100	6,224	1.217	7,575	140	54,104
Total, Private Schools	40,697	6,345	-	-	18,900	65,942	1.217	80,251	1,260	63,692
<b>Overall Total, All Junior Secondary Schools, Public and Private</b>										
Total	110,129	6,345	11,935	40,724	51,450	220,583	1.217	268,450	3,430	78,265

Source: Ministry of Education budget data.

Notes: Teachers: Estimates of actual salaries, over 144 teachers, average = VT 764,800.

Transfers to Government Schools: VT 5,000 + VT 500 repairs and maintenance = VT 5,500.

Grants to Non-Government Schools: VT 5,000.

Ancillary staff: allocated by the Director of Secondary Education.

School Fee Supplementation: VT 15,000 per student = 50% of fee.

\* Pro-Rata Adjustment: To allocate remainder of budget for junior secondary education and Ministry of Education administration, pro-rata.

**Attachment Table 3: Breakdown of 1998 Budget Expenditure for Senior Secondary Education**

School	Permanent Staff (VT 000)	Transfers to Govt. Schools (VT 000)	Grants to Non-Govt. Schools (VT 000)	Ancillary Staff (VT 000)	School Fee Supplement (VT 000)	Total Direct Allocations (VT 000)	Pro-Rata Adjustment Factor*	Adjusted Total Budget (VT 000)	Enrollment	Budget Expenditure per Pupil (VT)
<i>Public Schools</i>										
College de Santo	23,949	2,625		6,227	6,570	39,371	1.164	45,820	450	101,822
Matevulu	25,308	3,115		8,509	5,550	42,482	1.164	49,441	430	114,978
Lycée	42,907	5,705		10,545	10,650	69,807	1.164	81,241	810	100,298
Malapoa	28,893	3,115		8,509	5,550	46,067	1.164	53,613	430	124,681
Total, Public Schools	121,057	14,560		33,790	28,320	197,727	1.164	230,115	2,120	108,545
<i>Private Schools</i>										
Ranwadi	12,302		1,300	5,369	2,640	21,611	1.164	25,151	200	125,754
Vureas	21,001		2,000	5,369	4,740	33,110	1.164	38,533	340	113,334
Montmartre	17,980		1,700	6,226	4,470	30,376	1.164	35,352	310	114,037
Onesua	19,594		2,000	5,370	4,740	31,704	1.164	36,897	340	108,521
Total, Private Schools	70,877	-	7,000	22,334	16,590	116,801	1.164	135,933	1,190	114,229
<i>Overall Total, All Senior Secondary Schools</i>										
Total	191,934	14,560	7,000	56,124	44,910	314,528	1.164	366,048	3,310	110,588

Source: Ministry of Education, Youth and Sports budget data.

Notes: Teachers' Salaries: Estimates of actual teachers' salaries, over 233 teachers, average = VT 824,000

Transfers to Government Schools: VT 10,500 per senior student, VT 5,500 per junior student (including VT 500 repairs/maintenance).

Grants to Non-Government Schools: VT 10,000 per senior student, VT 5,000 per junior student.

Ancillary Staff: allocated by Director of Secondary Education.

School Fee Supplementation: VT 9,000 per senior student = 30%; VT 15,000 per junior student = 50%.

- Pro-Rata Adjustment Factor, to allocate remainder of senior secondary education budget and Ministry of Education



**Annex 2****VERNACULAR-LANGUAGE EDUCATION FOR VANUATU****Contents**

- I. Language and Education in Vanuatu
- II. The Case for Vernacular-Language Education
- III. A Plan for Vernacular-Language Education in Vanuatu
- IV. Support for Vernacular-Language Education in Vanuatu

**Attachments:**

- Attachment A: Indicative Costs
- Attachment B: The Languages of Vanuatu
- Attachment C: Resources

1. 72. There is general recognition that despite enormous efforts and high costs, Vanuatu's education system is not producing the desired results. Children's acquisition of knowledge is judged to be limited, and graduates of the system—whether after Grade 6, Grade 10, Grade 12, or beyond—do not have the knowledge and skills they need to be able to make their way successfully in life. This is often true whether the graduates are among the majority who remain in the villages or among the minority who succeed in finding employment in the modern sector.
2. 73. There is also a general feeling among parents and national authorities of all parties, social groups, and linguistic persuasions that Vanuatu's education system is not helping Vanuatu preserve its rich linguistic heritage, its customs and culture, and its identity. Many parents and traditional chiefs refuse to allow their children to attend schools, which, since they function in foreign languages, are seen as a foreign influence which alienates children from their heritage. Parents, educators, and political leaders have said they wish to see an education system that is neither a British system nor a French system but rather a ni-Vanuatu system.
3. 74. These same people nevertheless recognize that Vanuatu is part of a larger world and therefore must not cut itself off. They cite historical and culture links with the formal metropolitan powers and the desire to preserve these links. They understand the financial economies of scale to be gained by relying on the two official languages of education for most of the child's schooling. They also see the need for most ni-Vanuatu to be fluent in at least one of the two official languages in order to function in national and international society and commerce. Finally, with remarkable unanimity, they share a vision of a society in which, if not during this generation, at least in the next, the elites will speak both official languages fluently and will be able to use both equally well in international commerce, diplomacy, culture, and scholarship. These widely held values are in fact reflected in the Constitution of the Republic of Vanuatu, the preamble of which includes

the phrases “cherishing our ethnic, linguistic and cultural diversity” and “mindful at the same time of our common destiny.”

4. 75. The Government of Vanuatu believes that the single most effective measure to help in achieving all of these goals is the introduction of vernacular-language education at the beginning of basic education, beginning the transition to English or French as the medium of instruction in about the third year. This annex first describes the current situation in Vanuatu and then presents a plan to introduce vernacular-language education in the preparatory year and Grades 1 and 2 of primary education.

## I. Language and Education in Vanuatu

### A. Vanuatu's Linguistic Diversity

- 5 5 76. Vanuatu may have the highest density of languages of any country in the world: it has 108 local languages for a population of about 177,000, or an average of about 1,600 speakers for every language. This average masks a wide range, from languages now extinct or nearly so (10 speakers or fewer) to the more vigorous languages (over 7,000 speakers each). About 95 languages have 100 speakers or more. In addition to the local languages, Vanuatu uses the national language, Bislama, and two other official languages, English and French.
- 5 77. The languages are in various stages of development. English and French, the two well-established official languages, came to Vanuatu with the European colonizers, missionaries, and settlers. Second in its stage of development is Bislama, a relatively new language. It is a pidgin or creole with English and French vocabulary and Melanesian grammar. It developed in the nineteenth century when the inhabitants of the islands now known as Vanuatu came into contact with Europeans. Most of the population use it as a lingua franca, and many believe that a growing number of children learn it as a first language. Its use and acceptance are increasing each year. In 1998, a Bible and the second of two dictionaries were published in Bislama. At least one newspaper has a section in Bislama, said to be read by 20,000 persons each week, and Bislama is the most frequently used language on the radio. Because it is partially intelligible by speakers of Solomons Pijin and Tok Pisin of Papua New Guinea, it serves as a regional lingua franca.
- 6 78. The third group comprises a very few languages, perhaps only five, which have a recently developed and accepted orthography. These languages have written religious books, as well as recently produced literacy and other teaching material. They could easily be used in the early years of a vernacular-language program. Fourth are 30 to 40 local languages that have been written at one time or another, usually by church groups. The written material is usually religious; some literacy materials are also available. Some of these have some form of dictionary. Fifth in development are the remaining 40 to 50 local languages, for which writing has never been attempted.<sup>24</sup>
5. 79. The last census (1989) fails to capture the complexity of the language situation but suggests the dominance of Bislama among the population 6 years and above, as well as the population's greater knowledge of English compared to French.<sup>25</sup>

### B. Policies on Language and Education

---

<sup>24</sup> *Ethnologue, Languages of the World*, 14th edition, edited by Barbara F. Grimes and published by the Summer Institute of Linguistics, Inc. It contains 115 entries for Vanuatu. See Attachment B, Languages of Vanuatu.

<sup>25</sup> A chart from a publication of the Office of Statistics, 1991, lists percentages of speakers who are 6 years and above, by province, in these six categories: local language only; Bislama; English or French only (or other foreign language); Bislama and English; Bislama and French; Bislama, English, and French.

6. 80. In the early 1800s, missionaries brought Western-style education to Vanuatu. They learned the local languages and established schools to teach literacy in the local languages for religious purposes. According to Robert Early of the University of the South Pacific, by the late 1880s they had achieved 99 percent literacy in some places. For 20 to 30 years under this first group of missionaries, literacy rates were higher in some villages in Vanuatu than in some European countries during the same period.
7. 81. A later wave of missionaries began instruction with the local languages but switched to either English or French—English for the Anglican or Presbyterian mission schools and French for the Roman Catholic. During the first decades of the Condominium (1906 on)—the joint administration of English and French colonial rule—neither the English nor the French showed much interest in education. However, in the 1940s the French National Service established French-medium schools in urban centers. In the 1960s the British established more English-medium schools, mainly in rural areas. In response, the French National Service set up French-medium schools in the rural areas. Gradually, as the Government took over education, vernacular language instruction became a thing of the past.
8. 82. At Independence in 1980, the new Government inherited two systems of education, the English and the French, with two media of instruction. In Article 3(1) the Constitution states that “The national language of the Republic is Bislama. The official languages are Bislama, English, and French. The principal languages of education are English and French.” School authorities have interpreted this part of the Constitution in various ways at different times. Sometimes they prohibited and punished children for the use of Bislama and the local languages, even on the playground. At other times, they accepted the need for those languages to communicate with the students.
9. 83. Since Independence the Government’s main efforts have been to integrate the two systems, the English and French. Vanuatu has been largely successful, unifying teacher salary scales, school fee levels, and education structure. Vanuatu offers joint primary teacher training programs and in 1986 introduced a common lower secondary curriculum. The completed Primary and Secondary Education Project (PASEP), financed largely by the World Bank and the Australian Government, has resulted in development of common learning objectives for the primary level, as well as similar textbooks for all primary subjects, except language.

### C. The Current Dual Language Education System

10. 84. **Anglophone and Francophone Systems.** By way of definition, the best phrase to use in discussing Vanuatu’s education system is “dual language instruction.” Students are exposed to instruction in only one of the two languages of education, English or French. For the very few who go on to secondary education, the other language is then taught as a subject. In contrast, the term “bilingual education” can be understood as education in two languages, using both languages as subject and medium of instruction. This term can also refer to education in a child’s mother tongue (a local or vernacular language) and one of the official, international languages, English or French. This type of education is increasingly seen now in Vanuatu, especially at the pre-school level.
11. 85. **Pre-primary.** There are almost 700 pre-primary classes, enrolling about 23,000 children ages 3 to 5 years. The classes are wholly supported by the community. They are usually attached to a primary school. The emphasis has been on learning to sit still in order to learn some English or French as preparation for entrance into Grade 1. Most teachers make frequent use of Bislama or the local languages, and a few have introduced reading readiness in the language of the community.
12. 86. **Primary.** Vanuatu has achieved almost universal access to primary education. In 1998 about 35,000 students in 350 schools were enrolled in Grades 1 through 6. At this level, education is demand-driven. The many small schools make it possible for any

parent to enroll his or her child. In 1998 about 76 percent of the students were studying through English in about 58 percent of the schools. (This is a change from the status at time of Independence, when enrollments were about equally divided between Anglophone and Francophone schools.)

13. 87. **Secondary.** While access to primary education is demand-driven, access to secondary education is supply-driven, with access limited because of a lack of school places. In 1997 only about 6,000 students were enrolled in the 39 secondary schools. Of those 6,000 students about 60 percent were in the Anglophone schools, which also accounted for about 60 percent of all schools. The remaining 40 percent of the students and schools were Francophone.
14. 88. Access to the Anglophone or Francophone schools is also supply-driven. The process of qualifying for a space in secondary schools is skewed in favor of the Francophone students. In 1997, some 34 percent of all Anglophone students and almost 59 percent of the Francophone students were selected for admission to Grade 7. For Anglophone students, the cut-off mark for selection was held at a score of 27 (out of a possible 45); for Francophone students it was reduced to 22. The situation was similar for students seeking admission to Grade 10. Of the Anglophone students, 33 percent were selected; and of the Francophone, 30 percent. For the Anglophone students, the cut-off mark for selection was 54 (out of a possible 90); for Francophone students, only 41.
15. 89. **Tertiary.** Anglophone students leaving upper secondary (Grade 13) have many opportunities for study. These opportunities include the University of the South Pacific (in Port Vila or in Suva, Fiji), as well as universities in Australia, New Zealand, or Papua New Guinea. Francophone students leaving upper secondary (Grade 14) have fewer opportunities, although in principle they could continue their studies in France or in New Caledonia. To date, no ni-Vanuatu Francophone students have completed university in the French medium; those who have completed the university have had to switch to English.
16. 90. **Comparison of the Two Streams.** Two recent test results show the Anglophone students outperforming the Francophone students. The first is the Pacific Islands Literacy Levels (PILLS), which are tests prepared by the South Pacific Board for Educational Assessment and administered throughout the region. In 1996 over 4,000 Anglophone and Francophone Grade 4 students and about 3,000 Anglophone and Francophone Grade 6 students took this test.
17. 91. In Grade 4 over 50 percent of the French students and about 20 percent of the English students scored at Level 1 in reading, indicating that they had acquired no significant knowledge in the subject. In Grade 6 almost 40 percent of the French students and over 20 percent of the English students scored at Level 1 in reading, again indicating that despite the additional two years in school they had acquired no significant knowledge in the subject. Thus, the Anglophone students scored higher in reading, although the scores of both groups suggested that the quality of education is weak.
18. 92. In mathematics, achievement of students in the two streams is much closer. In Grade 4, 19 percent of the Anglophone students and 16 percent of the Francophone students scored at Level 1, indicating that they had acquired no significant knowledge in the subject. In Grade 6, 16 percent of Anglophone students and 21 percent of the Francophone students scored at Level 1, again indicating that they had acquired no significant knowledge in the subject. One explanation for the similarities of the scores is that learning the rudiments of numeracy is not as dependent upon language understanding as the acquisition of reading, a failure reflected in the scores cited above.
19. 93. The second test is part of a recent study comparing performance of Grade 10 students in Anglophone and Francophone systems. About 600 Anglophone students and 400 Francophone students in Grade 10 took tests in mathematics, reading and science in a study co-financed by the Governments of France and Great Britain. The tests had been

developed and validated by the International Association for the Evaluation of Educational Achievement (IEA).

20. 94. Results revealed higher achievement of the Anglophone Grade 10 students compared to the Francophone students. According to the report, “The difference is particularly striking in reading and science, where the Anglophone students outperform the Francophone by more than one standard deviation (reading) and three quarters of a standard deviation (sciences). The Francophone handicap is less large in mathematics (approximately one quarter of a standard deviation).”
21. 95. Interpreting the results, the report states that given the higher selectivity of the Anglophone students, results tended to confirm the hypotheses that the Francophone students appeared to be significantly handicapped in terms of their linguistic background (or the medium of their instruction). There are more material resources available in Anglophone schools; Anglophone teachers tend to correct homework more often than did their Francophone counterparts; Anglophone schools give the students more opportunity to learn science; and Anglophone teachers have more training (17 percent of the Anglophone teachers had no training, in comparison with 31 percent in the Francophone system).

**D. Cost-Effectiveness of the Education System**

22. 96. Vanuatu's education is costly, especially at the primary level (see Annex 1 of the Master Plan). The costs are high largely because of the small size of classes. The small class size is the result of unplanned development of small primary schools, from the early mission days through the Condominium period, which brought competition between the colonial powers. The unplanned development has continued into the present, with communities and church groups beginning schools and then applying for Government support and funding.
23. 97. Education is costly as well because of the duplications driven by requirements of the dual system. Recently the Ministry of Education has reduced these duplications considerably, but they still persist in terms of administration and supervision, work at the curriculum center, and teacher training.
24. 98. Most importantly, however, the system is costly because it is ineffective. The students are not learning what they need to learn to succeed in either village or city life. They are spending long hours in school with little return.

## II. The Case for Vernacular-Language Education

III. 99. There are many causes for lack of learning among students in school. These include unhealthy and unsafe school facilities, weak school leadership, a shortage of learning materials, the performance of untrained or unmotivated teachers, and a lack of parent and community support. However, perhaps the most important factor is the failure of the school system to use the child's mother tongue at the beginning of his or her school career.

25. 100. International experience has begun to place an increasingly strong emphasis on the child beginning his or her formal education in the mother tongue. Some of the reasons cited for this are presented below. These arguments supporting the use of vernacular-language education are of three main types—pedagogical, cultural, and financial. Taken separately, each is convincing. Taken together, they provide an almost overwhelming argument in favor of adopting a new system:

### A. The Pedagogical Reason

101. Evidence from around the world indicates that children learn basic literacy best in their mother tongue. They acquire basic concepts much better when the examples are drawn from the life they know and are taught in the language they know. Indeed, studies have shown that the use of the mother tongue stimulated children's cognitive development and develops their ability to think creatively and independently. The ability of the child and the teacher to interact with the parents and the community contributes to this process. The child also acquires confidence in himself or herself, a basic factor for success in further education.

102. Evidence from many other developing countries indicates that children not only acquire basic literacy better in their mother tongue but also that they are able to acquire foreign languages (and all subjects taught in foreign languages) better if they first become literate in their mother tongue. Although it seems counter-intuitive, evidence from other parts of the world suggests that Vanuatu's children will be better able to acquire fluency in spoken and written English and French if they first learn in their mother tongues than if they are taught in English and French throughout their basic education. In fact, vernacular-language instruction at the beginning of basic education may be the single most important thing which Vanuatu can do to improve the standards of spoken and written English and French in the country.

### 26. B. The Cultural Reason

27. 103. Language is the bearer of culture, and culture the bearer of identity. Vanuatu's incredible linguistic richness risks being lost unless efforts are made (as the Constitution directs) to nourish and preserve the over 100 vernacular languages. The use of the mother tongue enhances the child's sense of self and develops the child's appreciation of the setting and the traditions of the family and community. By using the local vernacular language at the beginning of basic education, the parents and the community can also be closely involved in the educational process and can help the teacher (also someone from the village) to ensure that local cultural content, customs, and traditions are preserved.

28. 104. In addition, vernacular-language instruction at the beginning of basic education may be the single most important thing which Vanuatu can do to ensure that basic education indeed becomes universal: Parents who do not presently send their children to school because they perceive the school as something that alienates their children from local custom and culture may reconsider when they see that the school nearest them now offers teaching in their language and with a community-based content.

### 29. C. The Financial Reason

30. 105. Although the unit costs of education in Vanuatu are high compared to other countries in Asia and the Pacific, the results are disappointing. Even though the Government will now be involved in community-based schools, by paying the teachers and by providing certain instructional materials, the cost of providing Grades 1 and 2 and the preparatory year will be cheaper than the present system. This is because the Government currently pays teachers in Grades 1 and 2 the full salary of a primary school teacher, but teachers in community schools will be paid one quarter of what a primary-school teacher earns.
31. 106. Another major source of savings expected from the new system derives from the pedagogical advantage of vernacular-language instruction. Evidence from other countries around the world (in Latin America, Africa, Asia, and the Pacific) indicates that such programs result in higher attendance rates and lower repetition and drop-out rates than programs that use only an international language (Spanish, English, French). The more efficient flow of students through the system results in lower costs throughout the system.
32. 107. Finally, although vernacular-language schools could be established in almost every village or hamlet, the decision where to locate the primary schools into which they feed (in Grade 3) will require careful planning. The Ministry of Education will need to follow a careful exercise in school mapping and rationalizing the present system of providing basic education in Vanuatu. This rationalization is the most important thing that Vanuatu can do to ensure that basic education of 8 years indeed becomes universal. Without it, the objective will be financially impossible by 2010.

### III. A Plan for Vernacular-Language Education in Vanuatu

33. 108. Mindful of this international evidence as well as the national goals and cultural values of Vanuatu, the Government proposes to introduce vernacular-language education at the beginning of basic education, with a transition to English or French as the medium of instruction in about the third year. The following are the key points of this plan.<sup>26</sup>

#### A. Language of Instruction

34. 109. Instruction in vernacular language will be limited to a preparatory year and to Grade 1 and Grade 2. In these years, the language of instruction will be, to the extent possible, the children's mother tongue. Children will nevertheless be exposed to English or French in these years, through hearing one or the other of the two international languages. In Grade 2, a transition from teaching in the vernacular to teaching in English or French will take place. Instruction in Grade 3 and beyond will be in English or French.
35. 110. The vernacular language to be used in each school will be chosen at the school level, by the school committee in cooperation with the parents. In rural areas, where the large majority of Vanuatu's population lives, the choice will be obvious: the vernacular language *spoken* by the people in the village. In Port Vila and Luganville, where mixtures of vernacular languages occur, the decision will again be made at the school level, by the school committee. It will probably often be the case that since Bislama is the common language used by the children in urban schools, the school committees in question will choose Bislama. A few committees may opt to use English

---

<sup>26</sup> This plan is based on the experience of Papua New Guinea, which has been successfully introducing vernacular-language education since 1993. After appropriate discussion and planning, Vanuatu will modify the plan to fit its own needs and circumstances.



or French as the language of instruction, where it is indeed the mother tongue of the children in the classroom. In some cases, particularly where the children are products of mixed marriages (mother with one vernacular language and father with another), the mother tongue of the children is Bislama, and the school committee will have the option of choosing Bislama. For the vast majority of ni-Vanuatu children, however, the language of instruction at this level will be one of Vanuatu's more than 100 vernacular languages.

## **B. Facilities**

36. 111. Classrooms offering the preparatory year, Grade 1, and Grade 2 will be established in every village or hamlet having enough children aged 5 to 7 to fill at least one classroom. In many cases, these could be existing kindergartens or pre-schools. In many other cases, they will be established within the facilities of existing primary schools. Grade 3 and beyond will be offered in existing primary schools, as is presently the case.
37. 112. The community will be responsible for building and maintaining the facilities. In rural areas, these could be of simple bush materials, as the majority already are. In urban areas (and in rural areas where the school committee has managed to acquire sufficient resources), the classrooms might be somewhat more permanent. In each case, the school committee and the community will decide. Vernacular-language education will be introduced *only* in communities which support the idea and have demonstrated their willingness to build and maintain the necessary facilities.
38. 113. Since Grades 1 and 2 will now be taught in simple facilities at the community level, existing primary school facilities that had offered Grades 1 to 6 will now have unused space where they offered Grades 1 and 2. This will enable them to offer Grades 7 and 8 in their existing facilities. Children beginning Grade 1 will therefore be able to continue straight through to Grade 8, in schools near their homes. By 2018 (the eighth year after the last cohort of children enter vernacular-language schools), therefore, Vanuatu will have achieved virtual universal basic education of 8 years, a goal judged reasonable and feasible for the country at this stage in its economic development.

## **B. Teachers**

114. Teachers for the preparatory year and for Grade 1 and Grade 2 will be selected, to the extent possible, from mature adults within the community (e.g., retired teachers, community leaders) who have completed at least Grade 10. These teachers will be selected by the community and approved by the Provincial Education Officer (or by some other education official, as appropriate). Many will be adults who had completed their secondary education earlier. These people are from the village and speak the local vernacular language. They are known to the children, the parents, and the community. In most cases, they are respected, since they are among the few from the village who have completed Grade 10. Many Grade 10 graduates have been unable to continue to further education, have not found employment in the modern sector, and have returned to their villages, where they do not have alternative employment. They are happy to be offered a half-day job which pays them some cash income. Since they have no alternative employment, they are happy to accept about one-quarter of what qualified primary school teachers earn. The Government (through the Ministry of Education) will pay these teachers.

39. 115. Teachers will be trained in a series of 10 to 12 modules held during school vacations over a period of about 2 years. They will be trained in concepts of pedagogy and ways of working with young children, how to develop and use teaching materials in vernacular language, and how to mobilize the community in support of the local school.
40. **D. Written Materials and Orthographies**
41. 116. Before being introduced more widely, the new system will be piloted in a few areas where materials already exist in the vernacular languages. Pilots can take place in 1999 and 2000. The new system will then be phased in over a period of about 10 years, based on a schedule to be worked out carefully by the Ministry of Education with technical assistance. This means that the old system will continue in place in some parts of the country for up to 10 years. Phasing is necessary for logistical and financial reasons.
42. 117. In the early years, the new system will be phased in areas speaking languages that already have an established orthography and written materials. This will allow time for specialists to develop orthographies for the unwritten languages.
43. 118. Missionaries have been developing written materials in a number of Vanuatu's vernacular languages for over a hundred years, and they continue to do so; at present, the Summer Institute of Linguistics, World Vision, and others are active in this area. In addition, the University of the South Pacific has done much work in the area of Vanuatu's vernacular languages. Interested groups have already been contacted and have expressed their desire and enthusiasm about helping in this effort. The Government will contact them to develop orthographies and teaching materials (based on the existing curriculum for Grades 1 and 2) in the local vernacular languages.
44. 119. The process of developing new orthographies will be done mainly by ni-Vanuatu, with the assistance of mission or other non-government agencies with expertise in this area. Groups of about six ni-Vanuatu, each from an educational background, will be trained for about 6 months at the Vanuatu branch of the University of the South Pacific. Their courses will be similar to those presently offered in Papua New Guinea, Darwin, or elsewhere. They will then return to a key target area (e.g., Tanna), where they will move around to establish orthographies for languages as yet unwritten. In a period of about 6 months, they will be able to develop orthographies and basic vocabulary lists for all of Tanna's languages. Toward the end of the process, linguistic specialists from the University of the South Pacific will be brought in to assist with the process of finding solutions for sounds in the local languages for which there is not a self-evident letter or group of letters in the Roman alphabet. These linguistic teams will make it clear to the language communities that these initial materials are not the end result but rather the beginning of a process of establishing the written language. This process will continue over a period of several years, with elders and younger people alike able to make their views known.

## E. Curriculum

45. 120. The linguistic teams will work with the staff of the Curriculum Development Center to develop simple curriculum materials in the local languages; this process will be financed by the Ministry of Education. A good part of this process will also be done by the teachers themselves. The basic curriculum will be established by the Ministry of Education, and the Curriculum Development Center will produce teachers' guides in English and in French. Over time, these will be adopted by the linguistic teams and the teachers for use in most or all of Vanuatu's over 100 vernacular languages.
46. 121. Although the basic syllabus and the curriculum will be provided by the Ministry of Education and the Curriculum Development Center in English and in French, the teachers will teach the materials in vernacular language and will derive all the specific examples from the community itself. Reading and writing, for example, will be in vernacular language. To some extent they will be based on local stories contributed by parents or community elders and written down by the teachers. Basic notions of science will be taught using observation of plants, animals, and nature in and around the community itself. Basic arithmetic will be taught by teaching children to add and subtract objects commonly used in community life. Parents and others from the community will be encouraged to take an active part in the life and learning going on in the school. That is, their input will not be limited simply to construction and maintenance of school facilities.

## F. Pedagogical Supervision

47. 122. For the pilot program and the early phase of expansion of the community schools, three community school supervisors will provide administrative and pedagogical supervision. For language matters, trained linguistics and literacy specialists will assist them, especially in the early phases of the program. The pre-school association and the staff of the Vanuatu Teachers College and members of the Curriculum Development Center will assist them as well.
48. 123. As the program expands, the community school program will add three other community school supervisors—a total of six, one for each province. They will work in close collaboration with the Provincial Departments of Education and the local school committees.
49. 124. **Action 1:** *The Government will* adopt vernacular-language education at the beginning of the basic education cycle. The preparatory year, Grade 1, and Grade 2 will be taught in community schools. Before being introduced more widely, the new system will be piloted in a few areas. The basic curriculum will be established by the Ministry of Education.
50. 125. **Action 2:** *The Government will* pay the teachers at the vernacular-language community schools, using a salary scale lower than that for primary school teachers. It will also train the teachers during school vacations over a period of about 2 years.

## IV. Support for Vernacular-Language Education in Vanuatu

51. 126. For years, many ni-Vanuatu have been aware of the importance of educating a child through a language which he or she understands. In 1951, the South Pacific Commission sponsored a study on vernacular-language teaching in the South Pacific area. The study, *The Use of Vernacular in Teaching in the South Pacific*, argued for the use of the vernacular languages for intellectual, social, and cultural reasons.

52. 127. In 1981, at the First Vanuatu Language Planning Conference in Port Vila, participants recommended that in the overall education system, priority should be given first to the local languages, then to Bislama, and only thereafter English and French. The Vanuatu National Council of Chiefs argued strongly in favor of the use of vernacular languages in the early primary school years as a means of developing a strong local identity among ni-Vanuatu. In 1984, participants at a conference entitled “Pacific Languages: Directions for the Future” hosted by the Pacific Languages Unit of the University of the South Pacific, called for vernacular pilot projects in Melanesia as a step toward multilingual education. In 1986 at a meeting in Port Vila of Melanesian education policy-makers, administrators and academics discussed the importance of preserving and developing the vernacular languages and pidgin languages of the region.
53. 128. Now there is an acute awareness on the part of Government officials and the public that the use of the local languages is key to a reform of the education system. In the words of the Minister of Education, “We need a system that not just an amalgamation of the English and French systems of the colonial period, but a truly Vanuatu system.” In 1998 five school officials visited Papua New Guinea, where they observed children who were being educated first through their mother tongue. They were impressed with the achievement of these children—both in their mother tongue and in English, the national language.
129. During the preparation of this Education Master Plan, a broad consensus has emerged which supports vernacular-language education in the early years of basic education. A consensus-building exercise has been held throughout the country, in which all interested parties have been heard and have made their views known. This Plan, once approved by the Cabinet, will become the official policy, which will then form the basis of national legislation that is expected to be approved with wide multi-partisan support.
54. 130. In addition to Government education officials at all levels, many individuals and non-governmental organizations are interested in assisting the implementation of vernacular-language education (see Attachment C for details). These include the President of the Council of Chiefs of Vanuatu, representatives of the Vanuatu Teachers College and the Curriculum Development Center, the Summer Institute of Linguistics, World Vision, the University of the South Pacific (Vanuatu branch), the National Community Development Trust, the Vanuatu Cultural Center, the Vanuatu Preschool Association (Priskul Asosiesen Blong Vanuatu), Wan Smolbag (a theater group involved in dissemination of ideas), and others. The Ministry of Education will draw on this group of interested stakeholders to form a Task Force which can pursue the idea of vernacular-language education in Vanuatu and plan how it is to be piloted and implemented. Other countries which have successfully introduced vernacular-language education have depended on the support and collaboration of all interested stakeholders for success.
55. 131. For all the reasons listed above, the Education Master Plan recommends that Vanuatu consider the adoption of vernacular-language education at the beginning of the basic education cycle. The adoption of an Education Master Plan, after appropriate discussion and consensus-building, is expected to lead to widespread support of education in Vanuatu by donors and, in particular, of vernacular-language education at the beginning of basic education. The World Bank, for example, is interested in supporting this proposal financially; other donors and non-governmental agencies have also demonstrated an interest in supporting the proposal.

**ATTACHMENT A:  
INDICATIVE COSTS**

56. 132. The following costs for implementing the vernacular education reforms for the first 5 years are indicative only. All costs are in U.S. dollars, and a conversion rate of VT 126 to US\$1.00 is used. More information on physical requirements and building costs are in Annex 5, School Facilities Construction and Maintenance.

**TOTAL for 5 Years: US\$ 684,200**

**Year 1: Preparation US\$ 44,500**

Assistance to the pilot community for physical infrastructure (water supply source and toilets) See Annex 5

Salaries and expenses 24,000

Supervisors 23,000

3 × 960,000 VT or 2,880,000 VT

Supervisors Transportation 1,000

6 trips × 20,000 VT or 120,000

Technical assistance 15,000

Summer Institute of Linguistics

Training 5,500

Supervisors Course: USP 2,500

Diploma: 13,000 VT × 8 courses or 104,000 VT

3 supervisors × 104,000 or 312,000

Writers' workshop for 30 participants 3,000

Lodging 2,230

20 × 1,000 VT × 14 days or 280,000 VT

Materials for participants 240

30 × 1,000 VT or 30,000 VT

Meals for 30 participants and trainers 200

Transport: trainers 320

2 × 20,000 VT or 40,000 VT

Transport: materials (plane) 100

**Year 2: Piloting Kindergarten (Preparatory Year)****US\$ 57,900**

Assistance to the pilot community for physical infrastructure (water supply source and toilets)		See Annex 5
Materials		6,600
Adaptation (Grade 1)	3,000	
Translation English or French to Bislama		
4 titles × 50,000 VT or 200,000 VT		
Translation Bislama to Local Language		
4 titles × 500,000 VT or 200,000 VT		
Development	--	
Many will be developed during training workshops		
Other Kindergarten (preparatory year) materials	1,000	
5 × US\$ 200		
Production (Kindergarten)		
5 × 20 big books × 1700 VT or 170,000 VT	1,500	
5 × 4 × 15 small books × 250 VT or 75,000 VT	600	
Storage box (metal)	500	
5 × US\$ 100		
Salaries and expenses		25,000
Supervisors	23,000	
3 × 960,000 VT or 2,880,000 VT		
Supervisors Transportation	1,000	
6 trips × 20,000 VT or 120,000 VT		
Teachers (Kindergarten)	1,000	
5 × 25,000 VT or 125,000 VT		
Technical assistance		17,000
Preschool specialist	2,000	
Summer Institute of Linguistics	15,000	
Training		9,300
Supervisors Training: USP	--	
(continuing from previous year)		
Teachers meetings	300	
Lunch		
2 × 35 × 500 VT or 35,000 VT		
Teachers workshops	9,000	
(same assumptions as Writers' Workshop in Year 1)		
3 × US\$ 3,000		

<b>Year 3: Piloting Grade 1 and Continuing Kindergarten Classes</b>		<b>US\$ 58,900</b>
Assistance to the pilot community for physical infrastructure (water supply source and toilets)		See Annex 5
Materials		6,600
Adaptation (Grade 2)	3,000	
Translation English or French to Bislama		
4 titles × 50,000 VT or 200,000 VT		
Translation Bislama to Local Language		
4 titles × 500,000 VT or 200,000 VT		
Development		
Many will be developed during training workshops	--	
Other Grade 1 materials	1,000	
5 × US\$ 200		
Production (Grade 1)	2,100	
5 × 30 × 3 titles × US\$ 3 or US\$ 1,350		
5 × 30 × 1 title × US\$ 5 or US\$ 750		
Storage box (metal)	500	
5 × US\$ 100		
Salaries and expenses		26,000
Supervisors	23,000	
3 × 960,000 VT or 2,880,000 VT		
Supervisors Transportation:	1,000	
6 trips × 20,000 VT or 120,000 VT		
Teachers (Kindergarten and Grade 1)	2,000	
10 × 25,000 VT or 250,000 VT		
Technical assistance		17,000
Preschool specialist	2,000	
Summer Institute of Linguistics	15,000	
Training		9,300
Supervisors Training: USP	--	
(continuing from previous years)		
Teachers meetings	300	
Lunch		
2 × 35 × 500 VT or 35,000 VT		
Teachers workshops	9,000	
(same assumptions as Writers' Workshop in Year 1)		
3 × US\$ 3,000		

**Year 4: Piloting Grade 2; Continuing Kindergarten and Grade 1 classes; Informal Language Development (10 languages) US\$ 119,650**

Assistance to the pilot community for physical infrastructure (water supply source and toilets) See Annex 5

Materials 3,600

Development

Many materials will be developed during training workshops --

Other Grade 2 materials 1,000

5 × US\$ 200

Production (Grade 2) 2,100

5 × 30 × 3 titles × US\$ 3 or US\$ 1,350

5 × 30 × 1 title × US\$ 5 or US\$ 750

Storage box (metal) 500

5 × US\$ 100

Salaries and expenses 51,000

Supervisors 46,000

6 × 960,000 VT or 5,760,000 VT

Supervisors Transportation 2,000

12 trips × 20,000 VT or 240,000 VT

Teachers (Kindergarten, Grade 1 and Grade 2) 3,000

15 × 25,000 VT or 375,000 VT

Technical assistance 42,000

Preschool specialist 2,000

Summer Institute of Linguistics 40,000

Training 23,050

1. Language informants meetings 11,250

(50 participants × 4 weeks × 5 days)

Lodging 8,250

52 × 1,000 VT × 20 days or 1,040,000 VT

Materials 800

50 × 2,000 VT or 100,000 VT

Meals 400

Transport: 2 linguists 1,400

2 × 4 mtgs × 20,000 VT or 160,000 VT

Transport: materials 400

4 × US\$ 100

2. Supervisors Training: USP 2,500

3 × 104,000 VT or 314,400 VT

3. Teachers meetings 300

Lunch

2 × 35 × 500 VT or 35,000 VT

4. Teachers workshops 9,000

(same assumptions as Writers' Workshop

in Year 1) 3 × US\$ 3,000

**Year 5: Beginning Expansion into 10 New Language Groups US\$ 403,250**  
**(50 New Kindergarten Classes); Informal Language Development**



**(10 Additional Languages); Continuing Kindergarten, Grade 1, and Grade 2 in 15 Pilot Schools**

Assistance to the pilot community for physical infrastructure (water supply source and toilets)		See Annex 5
Materials		193,500
Adaptation (Grade 1)	159,000	
Translation Bislama to 10 local languages		
10 languages × 4 titles × 500,000 VT or 20,000,000 VT		
Development		
Many materials will be developed during training workshops	--	
Production Kindergarten materials	19,500	
50 classes × 20 big books × 1700 VT	13,500	
or 1,700,000 VT		
50 classes × 60 small books × 250 VT	6,000	
or 750,000 VT		
Other Kindergarten materials	10,000	
50 × US\$ 200		
Storage boxes (metal)	5,000	
50 × US\$ 100		
Salaries and expenses		61,000
Supervisors	46,000	
6 × 960,000 VT or 5,760,000 VT		
Supervisors Transportation	2,000	
12 trips × 20,000 VT or 240,000 VT		
Teachers (Kindergarten, Grade 1 and Grade 2)	13,000	
65 × 25,000 VT or 1,625,000 VT		
Technical assistance		42,000
Preschool specialist	2,000	
Summer Institute of Linguistics	40,000	

Training		106,750
Language informants meetings (50 participants × 4 weeks × 5 days) (Same assumptions as for previous year)	11,250	
Supervisors Training: USP (continues)		
Teachers meetings	2,500	
Lunch		
2 × 300 × 500 VT or 300,000 VT		
1 × 30 × 500 VT or 15,000 VT		
Teachers workshops (same assumptions as Writers' Workshop in Year 1)	93,000	
New language areas		
3 workshops × 10 language areas × \$ 3,000 or \$ 90,000		
Pilot area		
1 workshop × \$ 3,000		

**ATTACHMENT B:  
LANGUAGES OF VANUATU**

57. 133. *Ethnologue, Languages of the World* lists 115 entries for Vanuatu.<sup>27</sup> This number comprises:

- 95 languages with more than 100 speakers
- 13 languages with fewer than 100 speakers, including 2 extinct languages
- 4 foreign languages (Fijian, Tahitian, Vietnamese, Wallisian)
- 2 official languages (English and French)
- 1 national and official language (Bislama)

58. 134. For all languages, the number of speakers totals only 113,260. (This number does not include Bislama because the editors consider it a second language, spoken by most of the population.) This total undercounts the total population for 1991, but the number of speakers for the languages is probably undercounted as well. Their share of the total will likely remain about the same.

59. 135. The discussion below groups languages in terms of the number of speakers, as follows:

<b>Languages with</b>	<b>Number of Languages</b>	<b>Number of Speakers</b>	<b>Percentage of total</b>
1,000 speakers or more	25	77,775	69 percent
400 speakers or more	53	93,870	83 percent
100 speakers or more	95	102,960	91 percent

60. 136. Thus, if the Government offers vernacular-language education in languages with 100 speakers or more, education could cover 95 languages and over 90 percent of the population. About half of the languages with speakers of 100 or more have been written at one time or another.

<b>Languages with</b>	<b>Written</b>	<b>Not yet written</b>	<b>Total</b>
1,000 speakers or more	20	5	25
400–900 speakers	18	10	28
100–375 speakers	10	32	42
Total	46	49	95

61. 137. This does not mean that the spelling, grammar usage, or vocabulary would be acceptable to the specific language community for use in schools currently. (Janet Stahl of the Summer Institute of Linguistics in Vanuatu believes that perhaps only five languages would meet those criteria.) It means that someone, at some time, perhaps 100 years ago, attempted to set the language down in a written form. A draft list of these languages is below. The language names are the ones given in the *Ethnologue*. The speakers themselves may use other names, including “Language” or as in the case of Merei and Tiale, the equivalent of “no gat.” That is when outsiders asked them the name of their language, they simply answered “no” that they did not have a language. That word for “no” became the name of the language.<sup>28</sup>

<sup>27</sup> *Ethnologue, Languages of the World*, 14th edition, is edited by Barbara F. Grimes and published by the Summer Institute of Linguistics, Inc., Dallas Texas, 1996.

<sup>28</sup> The notes are mainly from the *Ethnologue*. Others came from Janet Stahl at the Summer Institute of Linguistics or from Enikelen Netine at World Vision.

**LANGUAGES OF VANUATU**

<b>Name of Language</b>	<b>Estimated Number of Speakers</b>
<b>A. Languages with 1,000 speakers or more (25 total)</b>	
1. HANO	7,000
Also called Raga, Lamalanga, North Raga, Vunmarama, Qatvenua, Bwatvenua, Singmel village. Spoken on Pentecost. Bible Society has worked there. World Vision working there.	
2. LENAHEL	6,500
Spoken on Tanna. Reformed Presbyterian (from Australia) working with it, doing language development and Bible translation. World Vision also working there (in Tuhu area).	
3. URIPIV	6,000
Spoken on Malekula. SIL has worked with this language group. Strong French influence. Has reading and writing, and people who would be good for this work. Easy to do a pilot because near an airstrip.	
4. PAAMA LANGUAGE	6,000
Spoken on East Paama and Epi. (East Ambryn language is different but related; could use same language materials.) Terry Crowley did a grammar and dictionary, late 1980s. Strongly confident in their language. Strongly English-speaking group.	
5. EAST AMBAE	5,000
Spoken on Ambae. May be two languages. Written, but contention over orthography. Bible Society has done the work there.	
6. WEST AMBAE	4,500
Spoken on Ambae. Written. Bible Society has worked there.	
7. APMA	4,500
Spoken on Pentecost. Written. Bible translation.	
8. SOUTH EFATE	3,750
Spoken on Efate. SIL has worked with this language. Strongly English-speaking. Literacy rate in vernacular: 10-30 percent.	
9. WHITESANDS	3,500
Also called Narak. Spoken on Tanna. SIL (Carlsons) is just beginning to work with this language. Previous work by John Lynch. Literacy rate in vernacular 2-5 percent.	

10. NORTH EFATE LANGUAGE 3,000

Spoken on Efate. Also called Nguna (Guna, Tongoa, Ngunese), Buninga, Sesake, Emau, Paunangis, Livara. Probably several languages. Strongly English-speaking. Literacy rate in vernacular: 30-60 percent.

11. NAMAKURA 2,850

Spoken on North Efate, Tongoa, Tongariki.

12. NORTH AMBRYN 2,850

Spoken on Ambryn, in Magam Community. World Vision is working with kindergartens. May be difficult to reach in terms of supervising a pilot.

13. KWAMERA 2,500

Spoken in Southeast Tanna. Portions of the Bible translated 1878–1883.

14. SOUTHWEST TANNA 2,250

Also called Nafe. Spoken in Southwest Tanna. World Vision is working there.

15. MELE-FILA 2,000

Spoken on Fila Island in Vila Harbor, Mele village on South Efate. Written. Literacy rate in vernacular: 5-10 percent.

16. NORTH TANNA 2,000

Spoken on Tanna. SIL (Carlsons) is working there. Written. Literacy rate in vernacular below 1 percent.

17. BIG NAMBAS 1,800

Also known as Vata. Spoken in Northwest Malekula. World Vision working there.

18. SOUTHEAST AMBRYN 1,800

Spoken on Southeast Ambrym Island. Portion of the Bible written in 1949.

19. PONORWAL 1,800

Spoken on South Raga Island. Probably not written.

20. MALO 1,500

Spoken on Malo Islands, three adjacent islands, and south Tangoa. Written, including several primary school primers.

21. SAKAO 1,500

Spoken on Northeast Santo Island. Written.

22. MERLAV 1,350

Spoken on Mere Lava Island and Merig Island, Banks Group. Portions of Bible published 1978.

23. VAO 1,350

Spoken on Vao Island, north Malekula. Probably not written.

24. MOTLAV 1,275

Spoken on Mota Lava Island, Banks Group. Probably not written.

25. MASKELYNS 1,200

Spoken on South Malekula. SIL has worked there. Portions of the Bible written in 1906.

**B. Languages with 400 to 900 speakers (28 total)**

1. SIE 900

Spoken on Eromanga Island. Portions of the Bible written 1864-1914.

2. LAMENU 750

Spoken on Epi. SIL (Stahls) has worked there. Translation of New Testament in progress.

- |   |     |
|---|-----|
| 3. LEWO   | 750 |
| Spoken on Epi. SIL (Stahls) has worked there. Portions of the Bible translated as early as 1897; later version 1892–1910. Literacy rate in vernacular: below 1 percent. |     |
| 4. MAE  | 750 |
| Spoken on Malekula. Also called North Small Nambas language. World Vision may be preparing booklets for kindergarten.   |     |
| 5. PORT SANDWICH  | 750 |
| Spoken on Southeast Malekula Island. Probably not written.  |     |
| 6. PORT VATO  | 750 |
| Spoken on Southwest Ambrym Island. Probably not written.  |     |
| 7. AKEL   | 650 |
| Spoken in Southwestern Santo. Portions of the Bible written 1909–1924.  |     |
| 8. ANEITYUM   | 600 |
| Spoken on Anetyum Island. Portions of the Bible written 1879. Literacy rate in vernacular: 30-60 percent.   |     |
| 9. DAKAKA   | 600 |
| Spoken on South Ambrym. Probably not written.   |     |
| 10. FUTUNA  | 600 |
| Spoken on (West) Futuna and Aniwa Islands, east of Tanna. Portions of the Bible written 1869–1923. Literacy rate in vernacular: 30-60 percent.                          |     |
| 11. LONWOLWOL   | 600 |
| Spoken on West Ambrym Island and several hundred in Maat village on Efate Island. Portions of Bible written 1899–1949.  |     |
| 12. MALFAXAL  | 600 |
| Spoken on South Malekula. Portions of Bible written 1919.   |     |
| 13. VATRATA   | 600 |
| Spoken on Vanua Lava Island. Portions of Bible published 1978.  |     |
| 14. BAETORA   | 540 |
| Spoken on Maewo Island. Selections of Bible published 1978.   |     |

15. AXAMB	525
Spoken on South Malekula. Probably not written.	
16. BURMBAR	525
Spoken on Southeast Malekula. Probably not written.	
17. BUTMAS-TUR	525
Spoken in East central Santo. Probably not written.	
18. NAVUT	525
Spoken on West central Santo. Probably not written.	
19. UNUA	525
Spoken on East Malekula Island. Portions of Bible written 1892–1913.	
20. ETON	500
Spoken in Southeastern Efate Island at Eton, Pang Pang and surrounding villages. Probably not written.	
21. BIEREBO	450
Spoken on West Epi, south of the Lamenu, north of the Baki. Many speakers are bilingual in Baki.	
22. KATBOL	450
Spoken on Central Malekula. Probably not written.	
23. MOTA	450
Spoken on Mota in the Banks group. SIL has worked there. Difficult location to reach. New Testament written 1885–1931. Literacy rate in vernacular: 30-60 percent.	
24. NUME	450
Spoken on Gaua Island. SIL has worked there; New Testament translation in progress. Literacy rate in vernacular: 1-5 percent.	
25. TOLOMAKO	450
Spoken in Big Bay, Santo Island. Portions of the Bible written 1904–1909.	



26. LELEPA 400

Spoken on Lelepa Island, and Mangaliliu and Napkoa on western Efate Island. Portions of the Bible translated 1877–1883. Formerly thought to be a dialect of North Efate; also related to South Efate and Eton.

27. MEREI (means “no gat”) 400

Spoken at Big Bay, Santo. Written. SIL has worked there; World Vision also. Similar to TIALE (also “no gat”).

28. MOSINA 400

Spoken on Vanua Lava, Banks Group. Bible translation in progress.

**C. Languages with 100 to 375 speakers (42 total)**

1. REREP 375

Spoken in East Malekula Island. Probably not written.

2. TANGOA 375

Spoken on Tangoa Island, off south Santo. Portions of the Bible translated 1892–1923. SIL has worked with them. Literacy in vernacular estimated at 30-60 percent.

3. VUNAPU 375

Spoken in Northwest Santo Island. Probably not written.

4. LABO 350

Spoken on Southwest Bay, Malekula. Early Bible translation (1905).

5. MAEWO 350

Spoken on Maewo Island. Portions of Bible translated 1906.

6. LITZLITZ 330

Spoken on Malekula. Probably not written.

7. TOGA 315

Spoken on Torres Islands. Probably not written.

8. AULUA 300

Spoken on East Malekul.

9. LAKONA 300  
Spoken on Gaua Island, Banks Group. Remote area. Outside communications in Bislama. Two primary schools (English medium of instruction). Probably not written.
10. LETEMBOI 300  
Spoken in South Malekula. Also known as Small Nambas language. World Vision may be preparing booklets for kindergarten.
11. MALUA BAY 300  
Spoken on Northwest coast of Malekula. Probably not written.
12. SEKE 300  
Spoken in Central Raga Island. Probably not written.
13. VALPEI 300  
Spoken in Northwest Santo Island. Probably not written.
14. NINDE 250  
South West Bay, Malekula. World Vision. Two teachers trained; one continues. Four workbooks for kindergarten produced.
15. SOUTHWEST BAY 250  
Spoken in Southwest Malekula Island. Portions of Bible written in 1905.
16. POLONOMBAUK 225  
Spoken in Southeast Santo Island. Probably not written.
17. SHARK BAY 225  
Spoken in East Santo on Litaro Island and on coast at Shark Bay. Probably not written.
18. LINGARAK 210  
Spoken on Malekula. Probably not written.
19. VINMAVIS 210  
Spoken in Central west Malekula Island. Probably not written.
20. BAKI 200  
Spoken on Epi. SIL (Stahls) has worked there. Many Bierbo use Baki as a second language.

21. EMAE	200
Spoken on Emae, Three Hills Island, Sesake Island. Speakers use North Efate (Tongoan) as second language. Literacy in vernacular: below 1 percent.	
22. MARINO	180
Spoken on North Maewo. Probably not written.	
23. MPOTOVORO	180
Spoken on North tip of Malekula. Probably not written.	
24. BIERIA	170
Also called Vovo, with some researchers considering Vovo a separate language. Spoken on South Epi, between the Maii and the Lewo. Early Bible portions (1898). Speakers may be bilingual in Baki. Literacy rate in vernacular: below 1 percent.	
25. WUSI	170
Spoken in West Santo Island. Probably not written.	
26. NARANGO	160
Spoken on South Santo Island. Probably not written.	
27. NOKUKU	160
Spoken in Northwest Santo. Much of New Testament has been translated.	
28. AMBLONG	150
Spoken on South Santo. Probably not written.	
29. FORTSENAL	150
Spoken on Central Santo. Probably not written.	
30. LAREVAT	150
Spoken in Central Malekula. Probably not written.	
31. LEHALI	150
Spoken on Ureparapara Island, Banks Group. Close to Lehalurup. Probably not written.	
32. MOROUAS	150
Spoken in Central Santo. Probably not written.	

33. PIAMATSINA	150
Spoken in Northwest Santo Island. Probably not written.	
34. RORIA	150
Spoken in Central Santo Island. Probably not written.	
35. TASMATE	150
Spoken in West Santo Island. Probably not written.	
36. TIALE	150
Spoken in North central Santo. Probably not written.	
37. TUTUBA	150
Spoken on Tutuba Island, south Santo. Probably not written.	
38. HIW (HIU)	120
Spoken on Torres island. World Vision is producing materials for kindergarten. Difficult to get to: few flights and weather problems during part of the year.	
39. ARAKI	105
Spoken on Araki Island, south Santo.	
40. KORO	105
Spoken on Gaua Island of the Banks Islands, villages of Koro and Mekeon. Probably not written.	
41. MAII	100
Spoken in Mafilau village, southwest Epi, north of the Bieria, south of the Baki. Probably not written.	
42. WAILAPA	100
Spoken in Southwest Santo Island. Probably not written.	

*Source:* Grimes, *Ethnologue*, Summer Institute of Linguistics, 14th edition, 1996.

## ATTACHMENT C: RESOURCES

### **Baha'i schools**

62. 138. There are about 150 Baha'i communities in Vanuatu. A few of these communities operate pre-school programs and adult literacy classes. The programs tend to emphasize the learning of English or French, in the case of the pre-school programs, or Bislama, in the case of the adult literacy classes. Over the years, some programs have used the local languages.

### **Bible Society**

63. 139. The Society has translated the Bible into several of the vernacular languages.

### **Curriculum Development Center**

64. 140. The Curriculum Development Center has published a series of children's stories locally authored and illustrated, and therefore culturally appropriate. For years various staff members have been active supporters of vernacular-language education.

### **Literacy Association of Vanuatu (LAV)**

65. 141. This inactive association consisted of representatives from Baha'i, National Komunity Development Trust, Summer Institute of Linguistics, and World Vision. All members expressed an interest in seeing it revitalized.

### **National Komunity Development Trust (NKDT)**

142. The NKDT has trained teachers and literacy workers for work with pre-schools and adult literacy classes in both the local languages and Bislama. Its work emphasizes the role of the community in identifying problems and seeking solutions. On Tanna, the Trust has trained workers for the Baha'i and World Vision programs. Begun in 1993, NKDT received training from the University of Papua New Guinea. They have received support from the Asia Pacific Bureau of Adult Education and Community Aid Abroad, an Australian non-government organization. In August 1998, a local consultant, from Santo, began a 6-month evaluation of NKDT's work from 1993 to the present.

### **Pre-school classes**

66. 143. According to World Bank calculations, there are at least 700 pre-school classes throughout the country. All are community supported. Some of them use the local languages for communication, but most attempt to teach English and French as preparation for Grade 1 of primary school.

### **Priskul Asosiesen Blong Vanuatu**

67. 144. Vanuatu's pre-school association has existed for 15 years. Its goal is to assist the community-based pre-schools to improve the quality of education for children aged 4 and 5. It has a network of 52 branches through Vanuatu's six provinces. It encourages the vernacular as the medium of communication and instruction and emphasizes the learning-through-play experiences that are appropriate for young children. It has argued for improvement in the physical facilities for the schools, namely larger classrooms and play areas, and better light and ventilation.

68. 145. The Association trains teachers, has published a curriculum for Vanuatu pre-schools, and has reprinted the *Kindabuk*, a handbook produced by the recently completed Early Childhood Care and Education Project. Using local materials, it plans to construct a kindergarten at the Vanuatu Teachers College to serve as a model for good pre-school facilities as well as a place for pre-school teachers to follow good teaching practices. A grant from UNICEF has supported some of the training activities.

**Summer Institute of Linguistics (SIL)**

69. 146. Under the sponsorship of the Vanuatu Christian Council, SIL has been working in Vanuatu since the late 1980s. SIL has worked with 15 language groups, in activities which include training and assisting with language surveys, linguistic work, translating, and editing. At present there are seven expatriate language teams working in conjunction with 35 to 40 ni-Vanuatu literacy workers, each of whom has between 3 and 20 years of experience.
70. 147. In seven or eight of the language groups, SIL has done significant literacy work with pre-school children, youth, and adults. Materials for children include the “Big Books” that teachers use with groups of children and the smaller “shell book,” a booklet designed to be reproduced in many languages. The curriculum for children’s classes is based on “learning webs,” which consist of a simple concept (for example, “birds, homes, earth”) which can be developed as language, mathematics, science, or social studies activities. Through conferences and e-mail, SIL staff are in communication with the vernacular language programs in Papua New Guinea as well as with other literacy workers around the world.

**University of the South Pacific, Early Childhood Education, Suva, Fiji**

71. 148. The University offers courses in pre-school education. These courses are offered as distance education, through correspondence and video interaction. The program aims to improve the standard of pre-school education. In addition to training teachers, the program emphasizes the licensing of teachers and of centers, and the employment of a qualified advisor on early childhood education by the Ministry of Education.

**University of the South Pacific, Pacific Languages Unit, Port Vila**

72. 149. The USP Pacific Languages Unit has three functions:
- descriptive and historical linguistic research;
  - courses, for example “Language Issues in the Pacific” and “The Structure of Bislama”;
  - and
  - regional consultancies
73. 150. The Unit offers a Diploma in Pacific Language Studies (eight courses over 2 years) and a Certificate for Pacific Language Studies (five courses). They have the capacity to offer courses in Language Development, teaching students how to
- do a language survey,
  - discover the structure of a language,
  - identify meaningful sounds,
  - develop an alphabet, and
  - test for community acceptance.
74. 151. The Unit has three staff positions and access to specialists throughout the region.

**Vanuatu Cultural Center**

75. 152. The Cultural Center has submitted a proposal for donor funding of an Oral Traditions Project. This project would record 20 languages and oral traditions of Vanuatu and produce, in various forms, resource materials for vernacular competence and literacy.

**Vanuatu Teachers College**

76. 153. At least one teacher at the College has expressed a strong interest in vernacular-language education.

**World Vision Vanuatu**

77. 154. World Vision has worked mainly teaching literacy in Bislama to adults, with a special focus on women. The reading and writing materials are integrated with messages about appropriate technology, bookkeeping, environment, health, and leadership. Since 1995, they have taught about 600 students. World Vision has also trained pre-school teachers who work in Bislama and is now beginning to work with pre-school teachers from eight different language groups. The organization emphasizes training the teachers to read and write in the local languages. With British funding, World Vision is developing simple materials for pre-school children.

**Annex 3**

**TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING**

**Contents**

- I. Technical and Vocational Education and Training in Vanuatu
- II. Problems and Issues
- III. Development Plans
- IV. Implementation of the Planned Development

**Attachments**

- Attachment A: National Institute of Technology of Vanuatu
- Attachment B: Rural Training Centers
- Attachment C: Scope of Technical and Vocational Education and Training

**Acronyms and Abbreviations**

AusAID	Australian Agency for International Development
CDC	Curriculum Development Center
DCBD	Department of Cooperatives and Business Development
DFID	Department for International Development, U.K.
DSFE	Department of Secondary and Further Education
FSTU	Finance Sector Training Unit
FTC	Fisheries Training Center
FTW	Forces Training Wing of GTC (formerly PTC)
GTC	Government Training Center
INTV	National Institute of Technology of Vanuatu (Institut National de Technologie de Vanuatu)
MTS	Marine Training School
NGO	non-government organization
NRCTV	National Resource Center for TVET (proposed)
PTC	Police Training College (former)
RSTP	Rural Skills Training Program
RTC	Rural Training Center
STCW	International Convention on Standards of Training, Certification and Watchkeeping for Seafarers
TSCU	Training and Scholarships Coordination Unit
TTCU	Trade Testing and Certification Unit
TVET	Technical and vocational education and training
TVSS	Technical/vocational secondary school
USP	University of the South Pacific
USPEC	University of the South Pacific Extension Center, Port Vila
VCCI	Vanuatu Chamber of Commerce and Industry
VMC	Vanuatu Maritime College (proposed)



VNTC	Vanuatu National Training Council (proposed)
VRDTCA	Vanuatu Rural Development Training Centers Association
VTC	Vanuatu Teachers College

## I. Technical and Vocational Education and Training in Vanuatu

78. 155. This overview assumes a broad definition of technical and vocational education and training (TVET) in Vanuatu. That is, TVET includes virtually all education and training, apart from general school education, which leads to the acquisition of skills that may be used in either paid or subsistence employment. Thus, while TVET in Vanuatu includes some aspects of formal school education, it generally comes after such schooling. It includes formal and non-formal pre-employment training, as well as in-service, further, continuing, and distance education and training.
79. 156. Many agencies provide technical and vocational education and training largely independently of each other. These providers include Government ministries and agencies, religious organizations, non-government organizations (NGOs), other community-based organizations, private enterprises, and private sector training agencies. TVET offered in Vanuatu ranges from a basic level to craft level. It provides skills to those at school and those leaving school from Grades 6 to 10, plus certificate, diploma, and further education programs for Grade 12 school leavers. Undergraduate non-degree and undergraduate degree level TVET is available through a limited range of extension or correspondence studies in Vanuatu, but most tertiary education of ni-Vanuatu is undertaken in overseas institutions under sponsored scholarship arrangements.

### A. Ministry of Education, Youth and Sport

80. 157. **Organization and Management.** The organization and management of the Ministry of Education, Youth and Sport is currently under review as part of the Comprehensive Reform Program. Under the present structure, the Minister for Education receives policy advice from the National Education Advisory Board, the Teaching Service Commission, and a First and Second Secretary (political advisers). The Minister is also supported by an Assistant Minister for Youth, Sport and Employment Opportunities. The Director General, who reports to the Minister, is responsible for routine operation of the education system. Reporting to the Director General are Directors, or Principal Education Officers, who are responsible for the six operational units or departments of the Ministry: Finance and Administration; Statistics and Planning; Training and Scholarships; Youth, Sport and Employment Opportunities; Primary Education; and Secondary and Further Education.
81. 158. Regarding TVET, the Ministry's Department of Secondary and Further Education (DSFE) is responsible for the National Institute of Technology of Vanuatu (Institut National de Technologie de Vanuatu, or INTV), the Vanuatu Teachers College (VTC), technical/vocational secondary schools, and vocational aspects of general secondary education. The Training and Scholarships Coordination Unit (TSCU) is responsible for overseas training.

82. 159. **National Institute of Technology of Vanuatu.** INTV is the country's main provider of post-secondary, formal, pre-employment training for jobs in the modern sector of the economy. INTV is located in Port Vila and was established in 1970 as part of the French education system. France has provided and continues to provide significant support to INTV by supplying capital development, equipment, instructors, and advisers. Government policy is to give equal training opportunities to both Anglophones and Francophones at INTV, and the Institute recently began providing parallel teaching programs in English and French. Consistent with this development, and also to strengthen INTV's capacity to supply the labor market with an appropriately trained technical and mid-level workforce, the Australian Agency for International Development (AusAID) is implementing the INTV Institutional Strengthening Project. This is a comprehensive support program providing advisers, overseas fellowships and study tours, in-service training, building rehabilitation and construction, and equipment. Details of the AusAID support to INTV are provided in Attachment A.
83. 160. INTV's courses are at the craftsman or trade level. They generally require a year 10 education for entry, last for two full-time years, and result in the award of a certificate. The language of instruction is either French or English. The fields of study are industrial studies (masonry, automotive mechanics, general mechanics, carpentry and joinery, electrical engineering, and arts and crafts); commercial studies (accounting and secretarial studies); hospitality; and tourism. Some courses include work experience programs, and three Industry Advisory Committees promote further strengthening of links between training and employment. In July 1998, the total enrollment in certificate courses was 462 students. Of those, 166 or 36 percent were female, and 306 or 66 percent were Francophone. Class sizes ranged from 9 to 31 students and averaged 14 for industrial studies and 27 for other fields of study. Details of 1998 enrollments by course are provided in Attachment A. About 200 students graduate from certificate courses at INTV each year. Anecdotal evidence suggests that more than half of them find paid employment within six months of graduation, and that employment prospects are better for those who have followed commercial, hospitality, and tourism studies.
84. 161. The Principal of INTV reports to the Ministry of Education's Director of Secondary and Further Education, and receives support from French and Australian technical advisers. Reporting to the Principal are an Assistant Principal with responsibility for administration and student affairs and a Deputy Principal with responsibility for teaching programs. In 1998 the total number of staff was 70, including 12 administrative staff, 3 support staff, and 45 teachers, including volunteers. The student-teacher ratio is thus about 11:1. The teaching staff comprised 36 ni-Vanuatu teachers funded by the Government, 5 teachers funded by France, and 4 French and Peace Corps volunteers. The distribution of teaching staff by subject area in 1997 is shown in Attachment A. The AusAID project provides a number of advisers who support development initiatives in teaching and other areas, including in-service training of ni-Vanuatu teachers who have little experience in teaching and assessment of performance-based curricula.
85. 162. INTV has spacious grounds including sports fields and extensive infrastructure in 11 main buildings. Most buildings are in fair to good condition, some having been recently renovated with AusAID assistance. Major facilities include 18 classrooms, 8 workshops, 10 special purpose rooms, a staff room, and an administration block that includes a conference room and 6 offices. Details of facilities are provided in Attachment A. Male and female dormitories, a student dining room, and staff housing are currently being built in the first construction phase of the AusAID project. Capital development at INTV, by way of new buildings and additional equipment, is not funded

- in Government budgets. Capital funding has traditionally been provided through bilateral aid, particularly from France.
86. 163. The 1998 INTV recurrent budget shows projected income and expenditure of VT 44,415,726 but this excludes salaries that the Ministry pays directly to teachers. INTV's budget projection for 1998 included VT 32,230,594 for the salaries of 42 teachers anticipated to be paid by the Ministry. If this amount is prorated for the 36 teachers paid by the Ministry of Education in 1998, then VT 27,626,223 should be added to the 1998 budget. This gives a total budget of about VT 72,041,949. With an enrollment of 462 students in 1998, the unit cost per student is about VT 156,000, or US\$1,200. Student fees and other charges, at about VT 32,600 per year per student, constitute about 21 percent of the total cost. Further details of the projected budget for 1998 are provided in Attachment A.
87. 164. **Vanuatu Teachers College.** VTC is located in Port Vila in the educational precinct that also includes Malapoa College and the Curriculum Development Center. VTC provides pre-employment training for primary school teachers and lower secondary school teachers. These programs require two years of full-time study for the award of a teaching certificate or a diploma of teaching, respectively. The minimum entry requirement for prospective primary school teachers is a year 10 education, but most applicants for both courses have completed year 12 or 13 secondary school studies. The total student enrollment in 1998 was 172, of whom about 43 percent were female and about 90 percent were boarders. Facilities are being fully utilized at this level of enrollment.
88. 165. Teachers intended for Francophone and Anglophone schools are trained in separate streams by different lecturing staff. There are 13 Francophone lecturers, 9 of whom are expatriates, and 10 Anglophone lecturers, 5 of whom are expatriates. VTC offers the primary school teachers course in both French and English, and at current enrollment levels it produces an output of 25 Francophone and 20 Anglophone primary teachers each year. The program for lower secondary school teachers is currently offered only for Francophones and produces about 20 teachers per year. The Government has requested AusAID support for the development and introduction of an Anglophone program for secondary school teachers. Graduating teachers are offered positions in Government schools.
89. 166. Curricula for the courses have been developed at VTC since 1996 and will need to be modified for new curricula currently being introduced in schools. A general curriculum is followed for primary school teachers and includes techniques for multi-grade teaching. The curriculum for lower secondary school teachers provides for specialization in one of two areas: science and mathematics; or languages and social sciences. The College has no provision for teaching industrial arts, home economics, or technology in the secondary program.
90. 167. **Technical/Vocational Secondary Schools.** In the category of vocational/training centers, Ministry of Education records for 1998 show two private but Government-assisted secondary schools and eight private secondary schools, which are commonly referred to as technical/vocational secondary schools (TVSSs). Government assists the two supported TVSSs by paying the salaries of teachers and providing a fee subsidy based on enrollment. The two Government-assisted TVSSs are College Technique San Michel on Santo, Samna Province, a Francophone school supported by the Catholic Church; and the Anglophone Onesua Technical/Vocational School on Efate, Shefa Province. The Ministry has no data about TVSSs in its recent statistical yearbooks because none of the schools, except San Michel, has provided statistical returns.
91. 168. San Michel offers an integrated technical/vocational program in years 7 to 9, although its program documents indicate a fourth year (year 10) will be offered when resources permit. In 1997 San Michel had an enrollment of 197, including 94 girls, and

an output from grade 9 of about 25 boys and 25 girls. San Michel offers two programs for boys, carpentry and motor mechanics, and one for girls, home science. Both programs provide substantial technical training, including practical work amounting to about 40 percent of class time, with the objective of imparting employable skills as well as general education. The stated objective for the boys' training is to prepare them for employment or further technical training, at INTV; for the girls' training, it is to prepare them for village domestic life. The role of publicly supported TVSSs and those in the private sector (discussed later) could change if the Master Plan proposal to raise the level of basic education to Grade 8 is implemented.

92. 169. **Vocational Aspects of General Secondary Education.** The general secondary school curriculum provides for the subjects of industrial arts (for boys) and home economics (for girls) to be taught in years 7 to 10 in two of the 35 periods each week. The syllabi for the subjects are not fully developed. Although their objectives may seem to be valid, the subjects are limited in the scope of technologies and processes they cover, outdated in teaching methodology, and inherently discriminatory in terms of gender.
93. 170. It is left largely to the discretion of individual schools to determine if and to what level the subjects are taught. That decision is usually based on the availability of appropriate teaching resources, including teachers and facilities for practical work. As a result, only about half of junior secondary schools offer industrial arts and/or home economics. And while the subjects are said to be core subjects, they are not compulsory nor are they considered in determining student progression. As a consequence, secondary students in general do not gain an adequate understanding of modern or appropriate technologies and their place in a developing society. Students and parents also often perceive technology education to be inferior to general academic education and do not recognize its potential for students' intellectual and practical development.
94. 171. **Overseas Training.** The Training and Scholarships Coordination Unit administers Vanuatu's national program of sponsored scholarships for overseas training. Funding for the program comes through grants from international donors and the Government. Training is available in regional and other tertiary institutions at non-degree, undergraduate, and post-graduate levels for school leavers and public and private sectors employees. Prime criteria for selection are the capacity of the applicant to successfully undertake the study and the relevance of the proposed study to the manpower needs of the country. Gender is not a criterion for selection as such but, other things being equal, the program aims to provide equal representation for males and females. AusAID has been supporting TSCU through a three-year program commencing in 1997 to strengthen administrative capacity.
95. 172. Since its establishment in 1988, the Training and Scholarships Coordination Unit has administered the award of over 1,000 scholarships. In 1997 there were 328 scholarship awards: 231 continuing awards and 97 new awards. Of previous awardees, 67 graduated from their programs and 29 had their scholarships terminated in 1997. TSCU estimates the annual value of current long-term scholarships at about VT 365 million, giving a unit cost of about of about VT 1,113,000 (US\$8,750) per student. The Government's financial support for the program commenced with a contribution of VT 5 million in 1997, and it scheduled contributions VT 10 million and VT 15 million for 1998 and 1999, respectively.
96. 173. The annual report of TSCU provides the following data on the scholarships program for 1997. About 38 percent of awardees were women. Before receiving their awards, about 78 percent of awardees were studying at educational institutions (mostly at secondary schools or the University of the South Pacific), 13 percent were employed in the public sector, and 9 percent were employed in the private sector. About 69 percent of awardees were enrolled in undergraduate degree studies and 27 percent were undertaking

non-degree undergraduate studies. The most popular fields of study were related to business (23 percent), science (16 percent), and arts (14 percent). About 68 percent of awardees studied at regional institutions in the Pacific. And about 90 percent of awards were sponsored by four governments: New Zealand (32 new and 102 continuing awards), Australia (32 and 82), France (14 and 23), and Vanuatu (8 and 3).

97. 174. The Training and Scholarships Coordination Unit plans to offer about 100 awards in 1999. The selection criteria aim to allocate 75 places to students completing senior secondary studies (55 for undergraduate studies and 20 for post-secondary technical or vocational studies); 10 places to the public sector (5 each for undergraduate and post-graduate studies); and 15 places to the private/other sector (9 for undergraduate and 6 for post-graduate studies). Demand for places in the scholarships program is high and growing; for about 100 places available in each of 1997 and 1998, there were some 400 and 600 applicants, respectively.

## B. Other Government Bodies

98. 175. **Government Training Center.** The Government Training Center (GTC) was established in 1981 under the jurisdiction of the Public Service Department with the prime role of enhancing job skills of public servants. In a four-year project ending in June 1998, GTC received AusAID assistance in developing and offering of a range of in-service courses assessed to be those most needed by the public service. The courses are offered mostly in English and focus on management, administration, and office skills. Certificates in management, supervision, and office administration last about 20 days, and other courses provide from 2 to 15 days tuition. GTC has 12 staff, including the Principal and 6 trainers. Together with expatriate staff of the contractor for the AusAID project, they offered about 2,000 person-days of training a year in 1996 and 1997. Figures produced by GTC indicate that the number of training days in 1998 may have been reduced to about one-third of those offered in 1997 because of budgetary constraints and the absence of the project support.
99. 176. To determine its annual program of courses, the Government Training Center canvasses Government departments and, within the constraints of its budget and available staff and curricula, responds to priority demands. GTC's facility in Port Vila has a conference room, a computer room, a meeting room, and administration offices. GTC provides most courses there but offers some programs in provincial centers. The Center has also offered additional courses for specific Government departments or private enterprises when the requesting agency has met the costs of the program. Some courses have been offered at discounted cost to quasi-government departments—NGOs, for example—and, when places are available, the general public can attend courses on a fee-paying basis. In March 1998 the Government approved bringing the training of police and mobile force personnel under the auspices of GTC (see below). GTC has no formal links with INTV or other Government training providers.
100. 177. **Finance Sector Training Unit.** The FSTU was established in 1994 under the Ministry of Finance because of the need for formal training of accounts clerks. Project aid from the United Kingdom supported development of the Unit until April 1998. The aid provided equipment and advisers to assist in training staff and developing and implementing the training program. Three trained ni-Vanuatu teachers now run the program with assistance from two volunteer advisers from the United Kingdom. The course offered by FSTU is a Certificate in Financial Accounting, a day-release program requiring student attendance for one day and one evening per week over two years. While the course was originally envisaged as an in-service training program to upgrade the skills of Government servants, the program is now open to employees from the private sector, who currently constitute about 50 percent of enrollments. The fee for

private sector students is relatively expensive at VT 15,000 per module for 18 modules. But demand for the course is still high, with about 60 applicants for the 20 places available for stage 1 entry each year.

101. 178. Administrative responsibility for the Finance Sector Training Unit has been formally transferred from the Ministry of Finance to the Ministry of Education, as a unit of INTV, and FSTU will shift physically to INTV. The Unit's staff have noted two potential problems associated with the move to the Ministry of Education: a possibly inadequate transfer of budget to INTV to support FSTU operations, and the differential between salary rates payable to Ministry of Finance and Ministry of Education employees.
102. 179. **Department of Cooperatives and Business Development.** DCBD's objective is to promote the development of ni-Vanuatu owned businesses through both cooperatives and other small businesses. DCBD was supported in its own development through the Rural Business Development and Training Project funded by the United Kingdom from 1989 to 1996. The Department pays special attention to promoting rural business and women in business. It provides the following support on a fee-for-service basis to its cooperatives and other business clients: leadership, direction, and regulation of the cooperative movement; business advisory services including feasibility studies; accounting, audit and supervision services; and training in the development and operation of cooperatives and other small businesses. DCBD's clients in 1996 comprised 123 cooperatives and 178 other business clients, about 62 percent of whom were involved in small retail businesses.
103. 180. The Department provides training throughout the country using its regional offices and headquarters, as well as regional training officers and other resources as required, in a variety of short (usually five-day) courses. Clients pay a fee of about VT 3,000 for a five-day course. In 1996 DCBD conducted 23 courses for about 350 trainees on topics such as bookkeeping, store management, credit management, committee management, business awareness, and special business development programs for women. A training program of similar magnitude and direction is envisaged for 1998, although DCBD's staff has been cut to 29, including 19 located in five provincial offices.
104. 181. **Rural Skills Training Program.** The objective of the Rural Skills Training Program (RSTP) is to promote rural community development by facilitating the acquisition of skills needed to improve social and economic wellbeing in the village. RSTP is a quasi-government organization, being a registered NGO but manned by ni-Vanuatu staff of the Department of Home Affairs and supported for operational expenses of about VT 20 million per year by New Zealand aid. The New Zealand project support commenced in 1992 and has included provision of advisers and equipment; it was to be reviewed in mid-1999.
105. 182. The Rural Skills Training Program has a staff of seven, comprising three Port Vila-based headquarters staff and four regional coordinators on the islands of Santo (one), Palma (one), and Epi (two). On the three islands, RSTP conducts village-based participatory rural assessments to determine socioeconomic needs that could be addressed through training. After the assessment, in about 35 villages to date, RSTP provides short informal training sessions to small groups in the communities. The Program typically conducts training in areas such as leadership, adult and youth literacy, first aid, health and hygiene, and the construction of village infrastructure such as stoves, toilets, and systems for water supply and rubbish disposal. RSTP's costs may be defrayed by payments from communities in either cash or kind.
106. 183. **Fisheries and Maritime Training.** (i) *Fisheries Training Center:* FTC, under the Department of Fisheries, Ministry of Agriculture, was established and supported in its operations by project aid from the European Union from 1989 to 1995. FTC is located on the outskirts of Luganville, Santo, on a seafront site of about two

hectares. It has good facilities including a wharf, boat-building yard, workshops, classrooms, and boarding facilities, and reasonably good provision of equipment, including vessels. The Department of Fisheries has a number of facilities on the same site which are used for purposes other than training.

107. 184. The Fisheries Training Center's full-time staff of six, including the Principal, is augmented by Ministry of Agriculture line officers and others as instructors for courses. From 1993 to 1996, FTC trained an average of about 40 a year. In 1997 it trained about 70, most of whom were practicing fishermen. The course program for 1998 scheduled a total of 24 weeks of training for practicing fishermen (3 courses for 4 weeks each, 1 for 2 weeks, 1 for 1 week, and 1 for 2 weeks); intended crew of fishing boats (3 for 2 weeks); and Department of Fisheries extension officers (1 for 1 week). The fee for a 2-week course in 1998 was VT 7,000. FTC facilities were also occasionally made available to other Government departments and NGOs for their training programs.
108. 185. (ii) *Marine Training School*: The Marine Training School (MTS) is administered by the Department of Ports and Marine, Ministry of Infrastructure. MTS was established in 1981 with Canadian assistance, and both Canada and Australia provided further assistance until about 1984. The objective of MTS is to train deck officers and engineers to help them meet certification requirements of seafarers. The School is located in Port Vila on a cramped seafront site with facilities including a wharf, two classrooms, a teachers' office, and a small workshop. The school has very little appropriate teaching equipment and no vessel for practice purposes. MTS has two instructors, one for deck courses and one for engineering courses, and their levels of marine certification limit the courses the School can provide. Those courses do not meet international certification requirements and are provided for seafarers or intending seafarers on the domestic fleet. From 1995 to 1997, MTS offered courses to an average of 74 trainees each year. Their distribution among courses was as follows: pre-sea courses, 31 trainees; other deck courses, 31; and all engineering courses, 12.
109. 186. (iii) *Proposed Vanuatu Maritime College*: Vanuatu is a member of the International Maritime Organization and a signatory to the 1978 International Convention on Standards of Training, Certification and Watchkeeping for Seafarers (STCW) as amended in 1995. STCW covers the training, certification, and assessment of officers on all Vanuatu-flagged vessels—that is, those on both its international shipping registry of about 460 vessels and its domestic merchant fleet of about 130 vessels. Under its international obligations, Vanuatu must, among other steps, establish training facilities that meet the requirements of the seafarers' Convention. Otherwise its international shipping registry faces the potentially serious economic consequences of not being "white-listed" by the International Maritime Organization as a complying nation. To satisfy its maritime training obligation, a project proposal has been prepared to establish the Vanuatu Maritime College (VMC) using the resources of the Fisheries Training Center, the Marine Training School, and INTV. The new college would be based on the site of FTC, Santo.
110. 187. For the domestic fleet, VMC would provide training for ni-Vanuatu deck and engineering officers, initially to upgrade them to STCW standards and thereafter to provide them with required upgrading and refresher programs. With respect to the international fleet, VMC would provide deck and engineering training that would qualify ni-Vanuatu for employment opportunities they are currently denied. The Vanuatu Maritime College also would provide the fisheries training programs now offered by FTC. The VMC proposal has the support of all ministries and agencies involved but lacks formal Government approval.
111. 188. **Agriculture Training.** Agriculture is taught as a subject of general secondary education. Basic practical programs are offered in Rural Training Centers, but little other agriculture training is provided in-country. The lack of training in agriculture is

inconsistent with the fact that about 80 percent of ni-Vanuatu depend on agriculture, mostly at low levels of productivity, for their livelihood. The Ministry of Agriculture advised that it sources its professional staff training mainly from sponsored overseas fellowships programs at the University of the South Pacific, Western Samoa. Also, a limited amount of in-house training of field officers is being provided through externally assisted development projects, for example in forestry and livestock. However there is no ongoing program of training for agricultural field and extension officers and assistants. The Tagabe Agricultural College, which was established for this purpose in the late 1980s, has been virtually idle for about the last six years. This issue will be addressed by the Ministry of Agriculture as part of its human resources development strategy being developed under the Comprehensive Reform Program.

112. 189. **Police Training College.** A Police Training College (PTC) was established under the Public Service Department and received assistance in developing and running its programs from AusAID and other bilateral aid agencies in the early and mid-1990s. In 1995 and 1996, PTC offered about 12 training courses each year, but the program has since been curtailed severely. In 1997 one recruit course was offered, and in 1998 one course was scheduled for station sergeants.
113. 190. In March 1998, administrative responsibility for the PTC was vested in the Government Training Center in accordance with the terms of a ministerially approved memorandum of understanding between the Vanuatu Police Force and the GTC. The understanding specified cost- and facility-sharing arrangements, as well as training and other responsibilities relating to the merger. The PTC was redesignated the Forces Training Wing (FTW) of the Government Training Center. The GTC through the FTW was made responsible for institutional training of personnel of both the Vanuatu Police Force and the Vanuatu Mobile Force. However, no program of forces training was approved for 1998 because there was no budgetary allocation under the new administrative arrangement. The Forces Training Wing has a staff of 13, including a Director and four teaching staff. An Australian adviser is helping FTW review its training. The former PTC had a small complex of classrooms and offices near to the GTC complex and on about its same scale, and they will be shared with GTC. Other facilities of the former PTC, including boarding and mess facilities, will remain under the jurisdiction of the Vanuatu Police Force.
114. 191. **Nurses Training School.** The Nurses Training School under the Ministry of Health runs a three-year training program to qualify registered nurses for employment in the Ministry of Health. The program produces about 20 nurses each year, about 60 percent of them women. As demand arises, further training is provided to registered nurses to qualify them as midwives or assistant doctors.
115. 192. **Mechanical Training Center.** Under the Department of Public Works, Ministry of Infrastructure, the Mechanical Training Center (MTC) has operated since 1993. Its objective is to provide training in specific technical skills that are otherwise not available in the country. The center addresses identified training needs by using expatriate expertise and imported equipment to provide short training programs at the Center, and occasionally in provincial centers. Trainees are operators or preferably training staff of the Department of Public Works, other Government departments and, to a lesser extent, the private sector. Bilateral donors including Australia, the United Kingdom, and New Zealand have supported the program on a case-by-case basis. MTC has generally kept training equipment provided for the program, although in at least one instance the equipment was transferred to INTV for its use.
116. 193. **Trade Testing and Certification Unit.** The Government established a Trade Testing and Certification Unit (TTCU) in 1984 under the Labor Department in the Ministry of Internal Affairs. TTCU was established with external project support and in a manner consistent with International Labor Office guidelines. The objective of this Unit



is to certify the competence at basic, intermediate, or upper level of technical tradesmen who have obtained their skills through informal, on-the-job training. Consistent with this objective, the Unit's role has included provision of short-term training to help applicants for certification attain appropriate competency levels. From 1984 to 1994, some 1,350 workers were provided training in 12 trades, with an emphasis on the trades of carpentry and building (50 percent), automotive mechanics (21 percent), and electrician (13 percent). In recent years TTCU has done little training, limiting its role to certification.

117. 194. **In-service Training.** Some Government departments provide in-house, in-service training and staff development for various categories of their staff. Such programs may be in conjunction with formal pre-employment training from INTV or continuing and further education programs from providers such as INTV, the Finance Sector Training Unit, the Government Training Center, or the Training and Scholarships Coordination Unit. In-house staff training and development will likely increase as Government departments address the implications of the Comprehensive Reform Program for human resource development.

118. 195. **Training through Externally Assisted Projects.** A significant amount of training is provided to ni-Vanuatu through externally assisted development projects supported by bilateral and multilateral aid agencies. Almost all such projects include overseas institutional training, overseas work experience programs, and/or in-country, in-service training from project advisers. Beneficiaries of the training are usually the personnel of the Government agencies that receive project support, but it is difficult to estimate their number or the extent and nature of their training.

#### **D. Non-Government and Religious Organizations**

119. 196. **Rural Training Centers.** Private, community, and church groups first established Rural Training Centers (RTCs) in the early 1980s in response to the training needs of rural youth who left the formal education system after completing only basic (Grade 6) education. In the absence of any other education or training opportunities for these youth, RTCs aimed to provide school leavers with additional general education and, particularly, vocational skills that would enable them to make a more useful contribution to their rural communities. RTCs initially operated in isolation from each other and independent of Government, apart from small public grants provided in the 1980s and withdrawn in 1990.

120. 197. In 1989 the Vanuatu Rural Development Training Centers Association (VRDTCA) was formed to enhance the operations of RTCs by providing them with a coordinating mechanism and technical and material support. The Foundation for the Peoples of the South Pacific assisted the Association's establishment, and British aid provided development and operations support from 1990 to 1996. Support from the United Kingdom continued after mid-1996 through the VRDTCA Strengthening Project, a three-year program funded by the Department for International Development (DFID).
121. 198. Under present arrangements, the Association is non-government organization funded by DFID, with its board of management determining policy and 10 full-time staff carrying out its operations. VRDTCA's support for Rural Training Centers includes advisory visits to centers. This support is directed at developing appropriate curriculum materials, improving the skills of trainers, and enhancing the management of RTCs and their income-generating capacity. The Association's role includes advocacy for the RTC system, including promoting the objectives of RTCs, the establishment of additional Rural Training Centers, and gender equity.
122. 199. RTCs receive different degrees of support from the Association depending on the level of their VRDTCA membership, which may be classified as full, associate, or expression of interest. The level of membership is determined by the extent to which the Rural Training Center has complied with the criteria for membership. The membership fee payable to VRDTCA by RTCs is VT 2,000 per year for full members and VT 1,000 per year for associate members. A benefit payable by the Association to its full members is a cash subsidy to meet up to 25 percent of the cost of teachers' salaries. In July 1998, VRDTCA listed 37 RTCs as members: 20 full members, 9 associate members, and 8 organizations expressing interest. Twenty-two of these Rural Training Centers were established and operated by community groups, 11 by private interests, and 4 by church groups. Their distribution by province was as follows: Penama, 12; Malampa, 10; Shefa, 7; Tafea, 4; Sanma, 3; and Torba, 1. Records indicate that there may be up to another 7 operating RTCs that previously were VRDTCA members.
123. 200. VRDTCA statistics for 1997 show 675 students were enrolled in 27 Rural Training Centers, an average of about 25 students for each center; 176 of the students, or 26 percent, were females. Statistics on 1997 teaching staffing, available for 15 of the 27 RTCs, indicated they had 58 staff including 12, or 21 percent, females. No conclusions can be drawn about student-teacher ratios in the absence of more data that, among other things, distinguishes between full-time and part-time teachers. If there are about 44 RTCs operating in 1998, and assuming the 1997 levels of average enrollment and female participation have been maintained, total current enrollment may be estimated at 1,100 students, including about 290 females. If most students are engaged in a two-year program, the yearly intake and output of Rural Training Center students is estimated to be in the order of 550. A list of RTCs by province and data on students, staff, and affiliation are in Attachment D [ATT. B?].
124. 201. Rural Training Centers usually enroll students who have completed at least Grade 6 and who have reached the age of 15 or 16 years. Teaching is mostly in Bislama, and the most common programs followed are the two- or three-year full-time courses developed by VRDTCA. They include vocational programs for agriculture, home care, carpentry, mechanics, and small business, combined with general studies (or foundation units) in fields such as health and environment, government and civil rights, languages, and mathematics. RTCs strongly emphasize the vocational/practical stream, which may occupy 80 percent of instruction time. The centers also offer short courses for which there is particular local demand. Student fees vary from about VT 5,000 to VT 10,000 per term. An additional fee, usually about VT 5,000 per term, is payable for boarding, if available. There is no information currently available on what use RTC graduates make

of the training they receive, although VRDTCA has asked Rural Training Centers to gather this information from 1998.

125. 202. **Technical/Vocational Secondary Schools.** As noted above, there are eight private TVSSs, listed by the Ministry of Education as follows:

- Goodwill, an Anglophone school on Vanua Lava, Torba Province;
- Londua, an Anglophone school on Ambae, Penama Province;
- Torgil, an Anglophone school on Ambae, Penama Province;
- Vureas, an Anglophone school on Ambae, Penama Province;
- Agape, an Anglophone school on Pentecost, Penama Province;
- Ranwadi, an Anglophone school on Pentecost, Penama Province;
- Lowanatom, a Francophone school on Tanna, Tafea Province; and
- Lololima, a Francophone/bilingual school on Efate, Shefa province.

126. 203. The Ministry of Education could not provide statistics or other information about the schools, but anecdotal information suggests they are run by religious organizations and that they offer school year 7 to 9 programs that emphasize vocational and practical training.

127. 204. **Other NGOs.** The Vanuatu Association of Non-Government Organizations (VANGO) listed 74 NGO and volunteer organizations that were operating in the country in 1995. Of those, 13 had religious affiliation; 24 were related directly to the interests of women; and 32, including VANGO itself, listed education and or training as a significant aspect of their programs and activities. Given the NGOs' general focus on community, rural, and women's development, the training generally provided is similarly focused, and is informal and community based.

#### **D. Other Providers**

128. 205. **University of the South Pacific Extension Center.** The University of the South Pacific has an Extension Center (USPEC) in Port Vila. It is located together with the University of the South Pacific (USP) Ismalus Campus of Law, and an Extension Sub-Center in Luganville, Santo Island. USPEC and the Santo sub-center have modern facilities and equipment in good condition. Both offer USP's standard English language study programs of (i) preliminary and foundation studies, for students with the educational equivalent of school years 12 and 13, respectively, who are seeking entry qualification for tertiary studies; (ii) vocational studies, providing units of non-degree (certificate and diploma) programs through the extension mode; (iii) degree studies, providing units of degree programs through the extension mode; and (iv) continuing education studies, which are short vocational skills programs (for example, computer skills, bookkeeping, and languages) through normal class work.
129. 206. Total enrollment in credit programs (the first three categories above), measured by student semester units, grew by about 65 percent from an average of 698 in 1995 to 1,155 in 1997. In 1997 about 73 percent of student semester unit enrollments were in preliminary and foundation studies; the distribution among individual study categories was foundation, 48 percent; preliminary, 25 percent; degree, 23 percent; and vocational, 4 percent. In 1997 continuing education was offered in a total of 22 courses in one or more of three terms at USPEC and in 9 courses at the Santo sub-center. Average student term course enrollment in continuing education was 115 and 74 at the two centers, respectively. In 1998 USPEC student fees (per unit semester or per course term) for the various study programs were as follows: preliminary and foundation, VT 15,000; vocational, about VT 7,000; degree, VT 18,000; and continuing education, between about VT 6,500 and VT 12,000.
130. 207. **Vanuatu Chamber of Commerce and Industry.** The Vanuatu Chamber of Commerce and Industry (VCCI), comprising a chamber in Port Vila and complementary regional chambers, was established by act of Parliament in 1995 and commenced operations in 1996. The Chamber's objective is to promote, stimulate, and facilitate the economic development of Vanuatu. It does this by providing information and advice to the Government on matters affecting the business community; supporting industry development with investment advice, trade promotions, encouragement of ni-Vanuatu entrepreneurs, and the collection and dissemination of information; and implementing training programs.

131. 208. In 1998 VCCI had about 3,500 members, about 75 percent of whom were ni-Vanuatu operating small businesses. The Chamber's policy is guided by a council with appointed members representing business and industry sectors. Port Vila operations are managed by a General Manager and six other permanent staff, including a Training Coordinator. Funding for the Vanuatu Chamber of Commerce and Industry is provided from a levy on business licenses and business turnover tax. One half of VCCI's funding is allocated to the provision of training that usually is provided free of charge to members. In 1997 the Chamber sponsored a building contractors course (in Port Vila and three regional centers), a cooking and management course in support of the Vanuatu Island Bungalow Association (in Port Vila and five regional centers), and a leather craft workshop (in Port Vila and Luganville).
132. 209. **Training Organizations in the Private Sector.** Opportunities for private training organizations are limited to the urban commercial centers of Port Vila and Luganville and to the most saleable training products aimed at the job market. It is understood that only two private training organizations operated in July 1998. Both offered a range of commerce-related programs with an emphasis on business, management, and office skills, particularly computing skills.
133. 210. **Training in Private Sector Urban Enterprises.** Representatives of small and large enterprises want potential employees graduating from the general education system to have good literacy and numeracy skills. Industrial and commercial enterprises accept INTV graduates of trades and other craft-level programs as reasonably well skilled but requiring further training. Large enterprises are few in Vanuatu; the largest and second-largest employ about 200 and 120 staff, respectively. Some of the large enterprises that required professional and sub-professional level staff indicate that they make their own arrangements at their own expense to train selected staff at overseas tertiary institutions. All enterprises canvassed indicated that they conducted their own in-house training programs, ranging from informal apprenticeship-type training in small enterprises to structured staff development programs in larger enterprises.

#### **E. TVET Scope and Enrollment**

134. 211. An attempt was made to quantify the scope of technical and vocational education and training in the country—that is, measuring how many agencies and institutions provide what kinds of training at what levels to how many people. Because of the lack of data available from many training agencies, the differences in available data, and variations in the courses offered, only a rough estimate of the above measures can be provided. Attachment E [ATT. C?] shows a tabulation of the available data, along with many estimates. They are summarized as follows. The Ministry of Education, 11 other Government agencies, and other organizations provide TVET through about 70 institutions or training centers. They train about 1,400 students enrolled in post-secondary pre-employment programs, from which about 440 students graduate each year. Post-primary pre-employment programs train about 2,650 students, graduating about 1,010 each year. Continuing education programs, mostly short, post-employment upgrading courses, train about 1,170 students each year.

**F. Proposed Vanuatu National Training Council**

135. 212. An interim Vanuatu National Training Council (VNTC) was formed under the auspices of VCCI as a result of national workshops convened in February and June 1998. It was a joint initiative of VCCI, the Ministry of Education, and the Department of Labor and received assistance from the Industry Liaison Adviser for the INTV Institutional Strengthening Project. The Government recognized the need for the Training Council because of deficiencies in the existing technical and vocational education and training system. The system was seen as unstructured: Many training providers offered a wide range of programs, their roles were unclear, and there was no national recognition of certification levels and skill standards to which training is conducted. Accordingly, the interim VNTC has the following terms of reference:

- (i) to promote and coordinate effective vocational (including professional level) vocational training;
- (ii) to adopt a relevant and inclusive National Training Structure with multiple skill levels and associated qualifications;
- (iii) to encourage, with advice from appropriate industry-based groups, the adoption of national skill standards;
- (iv) to accredit courses and training programs conducted by public and private sector providers and by enterprises;
- (v) to advise on regulations concerning vocational training, including workplace training and work experience for students;
- (vi) to report to the Minister for Education and provide advice on the funding of training activities;
- (vii) to provide information on the availability of quality, accredited courses;
- (viii) to support research to determine the training needs of Vanuatu;
- (ix) to encourage training providers and employers undertaking training to seek VNTC and international accreditation; and
- (x) to set up a registration process to monitor institution and certification standards.

136. 213. To promote the formal establishment of the Vanuatu National Training Council, an executive committee of the 24-member interim VNTC was formed from the representatives of VCCI, the Ministry of Education, INTV, and the Department of Labor. The committee will be supported by the Industry Liaison Adviser, INTV. And among other duties, it will consult with appropriate organizations and individuals to seek support for the VNTC; identify and implement regulatory and legislative actions needed to establish VNTC; seek information about appropriate overseas models; and develop a promotion strategy and finalize the National Training Structure.

## II. PROBLEMS AND ISSUES

### A. Relevance to Social and Economic Needs

137. 214. The Government emphasizes the need for high-quality and cost-efficient general education, including literacy and numeracy, to prepare children to lead socially and economically productive lives. Providing high-quality general education is traditionally accepted as the best way of making school leavers trainable for employment, or alternatively, prepared for pre-employment vocational training or tertiary education that leads to employment in the modern sector of the economy. Beyond general education, there will continue to be a high demand for pre-employment education and training among school leavers wishing to compete for jobs in the formal sector.
138. 215. However, given the nature of the Vanuatu society, economy, and labor market, school leavers will have few opportunities for direct employment. And it will not be cost effective or socially effective to provide most students with high-level vocational training for jobs that do not exist. This point is central to the Master Plan's approach to TVET development: The Government needs to strike a balance between high-level training that is important to economic development and the need to equitably address other kinds of training needs for the bulk of school leavers who will not get paid employment.
139. 216. **Relevance to the Labor Market.** TVET will need to be efficient and responsive to industry's needs. Many technical and vocational education and training providers are well focused on the labor markets they serve. For example, many Government providers cater to specific pre-employment or in-service training needs of their client departments, NGOs meet specific identified community needs, and private training enterprises function only in response to market demand.
140. 217. But training provided by agencies that cater to broader "open" markets—for example, INTV, the Training and Scholarships Coordinating Unit, and Rural Training Centers—may be less responsive to labor markets. INTV has established contacts with industry through, among other mechanisms, curriculum committees and work experience programs that include the private sector. The RTCs offer courses deemed to be in general demand, as well as particular courses for specific needs. TSCU receives advice from the Planning Department about priority training needs. However, all three tend to be responsive more to student demand than assessed labor market needs. None has mechanisms to determine if and when graduates find employment and the usefulness of the training they received. In this context, it should be noted that there are no mechanisms in place to regularly assess the status of the labor market or monitor changes in it.

141. 218. **Relevance to Rural Society.** About 70 percent of the age cohort of students is obliged to leave school at the end of basic education, currently Grade 6, because no places are available for them in junior secondary schools. These children are not employable at that stage. About 12 years old, they are too young and they have limited general education and no vocational skills. About a further 10 percent of the original cohort leaves school at the end of Grade 10, and the remainder enter senior secondary schools. Currently there are about 3,500 school leavers from all levels each year. Their chances of finding paid employment in the modern sector of the economy are very limited. The economy generates only about 500 such jobs each year and absorbs the most qualified entrants, including those who have had further education and training after leaving school. About 85 percent of school leavers will therefore not find paid employment. They will either be unemployed or join the non-formal, mostly rural sector of the economy.
142. 219. So, while being responsive to the labor market, TVET must also be responsive to the needs of the majority of students who will remain in the rural sector. Education and training for these students should have both economic and social dimensions. It should aim to give them vocational skills to promote their employment in rural society, and in so doing to provide them a sense of their identity and purpose in that society. Achieving these objectives is crucial to avoid high youth unemployment and underemployment and the consequent risk of urban drift and antisocial behavior.

## B. Access and Equity

143. 220. **Rural Students.** Pre-employment TVET for the formal sector is offered only in or through institutions located in Port Vila (the USP Sub-Center on Santo excepted). Even though boarding facilities are provided to accommodate provincial students, they remain disadvantaged by the centralized locations of training centers because of the cost of boarding. Rural students also would be less likely to gain admittance because of generally lower levels of preparatory education received in provincial schools. Students from less-affluent families are disadvantaged also by the relatively high fees charged by the centralized institutions. Students gain easier access to non-formal TVET through Rural Training Centers, for example, where centers are community-based; they are less likely to need boarding and fees are generally lower.
144. 221. **Re-entry to Education and Training.** There is also a systemic constraint on regaining access to education and training once a student has left. This barrier is faced by students such as those who leave general education at lower levels and later wish to resume studies. It also affects those who complete basic vocational training programs and wish to resume general education or proceed to higher level vocational studies. Continuing or adult education or bridging programs to allow such students to re-access the system are lacking.
145. 222. **Language.** Language equity is being addressed at INTV, where more classes are being offered in separate English as well as French streams. English and French streams also are offered at the Vanuatu Teachers College, and tertiary programs available through the Training and Scholarships Coordinating Unit. In technical/vocational secondary schools, separate schools cater to the two languages. However, in continuing and in-service training programs through Government providers and USP, Francophone students are disadvantaged because most courses are taught in English. In non-formal TVET, language equity is not an issue because the language of instruction is almost universally Bislama. A further language, and relevance, issue is a possible imbalance between the education system and languages used in the labor market. The labor market predominantly and increasingly uses English (or Bislama) as the language of business and commerce. But that market is being served by a secondary



school system in which about 38 percent of students are Francophone. Although market forces may keep these systems in balance or drive them toward balance, TVET planners cannot ignore this issue.

146. 223. **Gender.** In almost all forms of technical and vocational education and training, females are underrepresented. For example, at the Vanuatu Teachers College, females account for 43 percent of the total; courses through the Training and Scholarships Coordinating Unit, 38 percent; at INTV, 36 percent; and at Rural Training Centers, 26 percent. Reasons cited for the under representation include the relatively low incidence of girls in upper levels of general education, the reluctance of families to send their daughters to boarding institutions, the opportunity costs of providing education to girls, and traditional perceptions of the roles women should play in society and the workforce. While all institutions have gender equity policies, INTV, VRDTCA, and TSCU have put in place proactive programs to redress the imbalance. Many NGOs and the Department of Cooperatives and Business Development also give high priority to the training of women.

## B. **Quality of Education and Training**

147. 224. **Teacher Training.** The Vanuatu Teachers College trains Anglophone and Francophone teachers in a general program for primary schools, and for Francophone teachers at lower secondary schools in two streams, either science and mathematics or languages and social sciences. A project has been proposed through which AusAID would provide assistance for developing and implementing an Anglophone program for lower secondary school teachers. The AusAID project may include training for teachers of a proposed technology subject, which may replace the current subjects of industrial arts and home economics (discussed later).
148. 225. No national structure or agency provides for pre-service or in-service training of teachers and instructors for TVET. The training that has occurred has been ad hoc and usually associated with foreign assistance. Externally assisted development projects have supported many training institutions or centers with their start-up, initial operations, and continuing operations. Such projects typically provide the staff of the recipient training agency with overseas and/or in-country, in-service training in technical specializations and/or pedagogical techniques. Similarly, long-term foreign advisers and volunteers often provide ongoing, in-service teacher training on a formal or informal basis.
149. 226. Experience has shown, however, that the value of such training is quickly diluted when foreign assistance ends and staff are transferred or promoted to jobs outside the training organization. Some teachers are being upgraded, for example, in collaborative arrangements between INTV and VRDTCA. But ongoing training needs to be provided on a larger scale to improve the effectiveness of TVET teaching in general. Typical shortcomings of TVET instructors throughout the system include a lack of current technical expertise in their field of specialization, a lack of industrial experience, and a lack of pedagogical skills, especially those relevant to modern methods of practical instruction.
150. 227. **Curriculum and Assessment.** The national Curriculum Development Center of the Ministry of Education addresses curriculum development needs of primary and secondary education. With assistance from the World Bank, the Curriculum Development Center recently completed a comprehensive reform of curricula, although that reform excluded the secondary subjects of industrial arts and home economics. No agency or structure takes a national perspective on curriculum development needs of TVET teaching programs. As with training of teachers for TVET, the various training centers did most of their original curriculum development work in conjunction with international assistance, often by adopting and modifying curricula from foreign institutions.
151. 228. Generally, ongoing review and improvement of curricula to ensure that they continue to be relevant to industries' needs is not a function or priority of most TVET training agencies. And most TVET institutions use formal examination assessment methods rather than competency-based methods more suited to many technical and practical subjects. A recent initiative of INTV to establish closer links with industry includes the establishment of industry committees to advise the institute on the relevance and content of curricula and teaching and assessment methods.
152. 229. **Training Infrastructure and Other Teaching Facilities.** For publicly funded technical and vocational education and training agencies, the Government provides no budget for new buildings and equipment, or capital development in general. Typically, schools depend on foreign assistance through major projects for such development, although specific bilateral and other grants fund many small projects. Consequently, the scope and quality of facilities available at the various Government institutions varies widely depending on the magnitude and consistency of foreign assistance.
153. 230. That assistance is in turn influenced by the national profile of the institution and how strongly its sponsoring ministry or department advocates the cause. Thus,

institutions such as INTV that receive substantial assistance have good and fairly modern facilities, while others influenced by aid fatigue and Government indifference have much lower standards. The situation is much the same with non-government training providers, which depend heavily on their funding sources, mostly foreign, to make ad hoc capital grants to establish and improve facilities. Most community-based TVET providers—RTCs for example—that generally have little access to foreign assistance do not have adequate facilities for the programs they teach.

**154. D. Cost and Efficiency**

155. 231. **Cost and Financing.** The various forms of TVET have different cost-sharing arrangements, many not consistent with each other. The Government meets the major costs associated with training its own staff. Thus, no fees are charged public servants undertaking in-service or continuing education programs in Government training centers. In specialized pre-service programs, such as those for teachers or nurses, students are charged fees to defray costs; these fees are consistent with the Government's fee policy for general access to education above the level of basic education. Non-government employees who are allowed enrollment in Government training centers pay fees. At the highest level of TVET, that provided through TSCU, the Government meets the entire cost (although most funds are sourced from grant assistance). This is true for both public servants and private students, and TSCU has no arrangements for either bonding or repayment. The Government subsidizes the operation costs of two TVSSs and provides no support to eight others; in both cases, student fees and private interests contribute to revenue. INTV is treated differently. The Government meets about 80 percent of INTV's recurrent costs, and the balance comes mostly from student fee revenue.

156. 232. In the case of non-government TVET providers—Rural Training Centers, for example—the Government gives no direct assistance. Their funding comes from a variety of sources including student fees, communities, churches, NGOs, private interests, foreign grants, and the RTC's income-generating activities. RTCs that are full members of VRDTCA receive limited support from the Association for the cost of salaries. VRDTCA also provides advice and support to RTCs in pursuit of its long-term objective of making RTCs financially independent by generating their own funds through commercial activities integrated with training activities. For example, RTCs might be commercially involved in manufacturing furniture, constructing and repairing buildings, repairing motor vehicles and engines, and growing and processing agricultural products. A few TVET providers—including Rural Training Centers, technical/vocational secondary schools, and INTV, which have suitable facilities, access to markets, and entrepreneurial management—now raise a relatively small amount of their funding requirements in such ways.

157. 233. Fees charged by TVET institutions generally are relatively high, reflecting both the high cost of providing specialized technical studies and the willingness of students to pay for the potential economic benefits they will enjoy after completing the training. Examples of fees charged are as follows: for RTCs—from VT 5,000 to VT 10,000 per term; for INTV—about VT 10,000 per term; and for USPEC—from about VT 7,000 to VT 18,000 per semester unit or course term, with additional charges for boarding if applicable. As noted above, students who undertake study programs through TSCU are not charged fees or charges. A lack of data available from training agencies makes it difficult to determine unit costs across the spectrum of TVET, but TVET costs are clearly high compared to those of general education. The unit cost per full-time student at INTV is about VT 156,000 or US\$1,200 per year, which is about 50 percent more than the unit cost of education in a senior high school. The unit cost of education through TSCU's programs, at about VT 1,113,000 or US\$8,700 per year, is about seven times higher than at INTV.

158. 234. **Organization and Management.** The Department of Secondary and Further Education in the Ministry of Education is responsible for TVET offered through INTV, the Vanuatu Teachers College, technical/vocational secondary schools, and technology aspects of secondary education. The Training and Scholarships Coordinating Unit operates as an independent unit, with its head reporting separately to the Director General of the Ministry of Education. The employment opportunities function of the Ministry's Department of Youth, Sports and Employment Opportunities has objectives closely related to the provision of TVET but is administered separately. No agency in the Ministry of Education has links to the many training centers operated by other Government ministries and other agencies.
159. 235. These administrative arrangements have a number of disadvantages for the efficient operation of TVET. Of necessity, the Department of Secondary and Further Education's attention is focused on the general secondary school system, which enrolls about 6,200 students in 39 schools. This emphasis results in a lack of focus on TVET issues, which are quite different from those of secondary schooling. Such issues relate to about 1,000 students in five Ministry of Education institutions (and potentially to a further 4,200 students in 65 other TVET institutions or centers).
160. 236. Compounding this problem, neither the Ministry of Education nor in any other agency has an appreciation of or control over the national scope and impact of TVET. Among other reasons, this lack of a broad vision may be attributed to the separation of TSCU from other aspects of TVET controlled by the Ministry of Education, along with the isolation of the Ministry's TVET activities from those of about 20 other training providers. In the absence of any national perspective and monitoring, the TVET system is probably not providing optimum socioeconomic benefits to the country, and the resources allocated to it are probably being used inefficiently.
161. 237. The 11 centers run by Government ministries and agencies other than the Ministry of Education are also probably using resources inefficiently and duplicating each other's training efforts. Many of these centers have similar histories. Typically, they were established in the 1980s in response to training needs of specific Government departments. Substantial and continuing external assistance has provided capital facilities and equipment, teacher training, curriculum development, and in some cases operational expenses. Most served their intended purposes effectively during the period that foreign assistance continued, but became much less effective after that. Problems commonly experienced by the centers are the loss of trained instructors, inadequate retraining of instructors, changes in training priorities, out-of-date curricula and equipment, and perhaps most important, a lack of continuing and adequate financial support from sponsoring Government agencies.
162. 238. The centers were established independently of each other, apparently without much consideration of the efficient use of TVET resources nationwide. Some of them are now barely operational, so their viability as independent entities is uncertain. Whether a line ministry or an education and training ministry is better suited to run a training center is a more general question that should be addressed. There is inherent inefficiency in maintaining infrastructure and management for a large number of small training centers, especially when some centers offer programs similar to those of INTV and other institutions. The Government has addressed some of these problems by recently moving to restructure the management of some centers. The Finance Sector Training Unit is being transferred to INTV, the Forces Training Wing will be administered by the Government Training Center, and it is proposed that the resources and functions of MTC and FTS be combined to form a Vanuatu Marine College on Santo.
163. 239. INTV faces special problems with its current classification (as a senior secondary school) in the administrative structure of the Department of Secondary and Further Education. INTV is the country's only provider of post-school, multipurpose

TVET for the modern sector of the economy. The labor market INTV serves is small, diverse, and developing. Being constrained by regulations designed for secondary schools, INTV lacks the administrative flexibility to respond effectively and promptly to industry's training needs and to changes in those needs. Along with offering its traditional courses, INTV should be enabled to take an entrepreneurial approach to providing training; for example, it should be able to hire part-time, short-term, and contract staff and to buy or hire other resources so it can provide training for specific purposes, when appropriate on a fee-for-service basis.

164. 240. **System Coordination, Cooperation, and Articulation.** As noted above, the TVET system lacks coherence and structure, with many training providers independently offering a wide range of programs. A number of problems have resulted: (i) the roles and responsibilities of training providers are unclear; (ii) training providers do not sufficiently coordinate their work or cooperate; (iii) there is no national recognition of the levels of courses offered, the skill and education standards achieved, and certification awarded; and (iv) there is no mechanism to accredit training providers and the courses they offer. These problems concern and confuse both employers and students. Students face other related problems: articulation among the programs offered and credit for programs completed. For example, students completing courses at technical/vocational secondary schools, Rural Training Centers, and INTV have no prescribed way to proceed to higher levels of TVET. And units of programs offered by various public and private sector training organizations may be similar, but there is no mechanism for comparing them or for giving students credit for equivalent units passed in other institutions.

### III. Development Plans

#### A. Introduction

165. 241. **Prospective Socioeconomic Development.** TVET development in Vanuatu should be seen in the context of the country's socioeconomic situation and be consistent with the way it is likely to develop. Vanuatu's present economy and labor market are highly segmented, with a large imbalance between employment sectors and the contribution they make to GDP. About 80 percent of the population lives in rural areas and maintains traditional community and cultural norms in their society. They gain their livelihood through mixed cash and subsistence agricultural activities that, because of low productivity, contribute only about 20 percent to the nation's GDP. But the traditional culture is highly valued and its norms are not necessarily consistent with modern sector's commercial objectives and practices. So change in the rural situation is likely to be slow. TVET development should therefore recognize the need to improve the lot of the large part of the population that will continue to derive most of its livelihood from farming activities in rural areas.
166. 242. Other economic sectors, dominated by the services sector, contribute 80 percent of GDP. Trends in growth of the economy, which are treated with caution, show relatively high growth rates in the small sectors of manufacturing and construction and generally reduced dependence on agriculture. Because of the lack of comprehensive data since the 1989 census, the structure of and trends in the labor market in the modern economy have been assessed from more recent but limited data and surveys of employers. The surveys, which exclude employment in subsistence agriculture, provide important information related to the development of TVET.
167. 243. Estimates for 1995 show, first, that the paid labor force was about 17,800 persons, or about 11 percent of the estimated population. Second, of these workers, about 60 percent were in the private sector and 40 percent were public servants. Third, within the private sector, about 18 percent were employed in commerce and about 13 to 15 percent were employed in each of the following industries: construction; hotels, restaurants, bars, and leisure; industry, water, and electricity; and agriculture, forestry, fishing, and mines. And finally, paid employment was heavily concentrated in the two urban areas of Port Vila, with about 77 percent of the total, and Luganville, with about 15 percent.
168. 244. Surveyed trends in employment from 1982 to 1995 indicated the following: (i) at about 44 percent, growth in employment exceeded the estimated 34 percent growth in population; (ii) growth in private sector employment was 73 percent compared to growth of 49 percent in the public sector; and (iii) within the private sector, employment growth was 406 percent higher than population growth in agriculture, forestry, fishing, and, mines; in construction, 260 percent; in industry, water, and electricity, 119 percent; in hotels, restaurants, bars, and leisure, 109 percent; and in transport and communications, 63 percent.
169. 245. The 1995 survey canvassed employers' opinions on training and most, about 64 percent, said they arranged either in-service or external training for their employees. Employers emphasized their need for higher general education standards in literacy and numeracy in potential employees. With respect to specific vocational training requirements, employers indicated shortages of the following: basic office skills including computing skills; business skills including management skills; trades skills (for example, mechanical, electrical, plumbing, and carpentry); skills for hotels and restaurants; and advanced professional skills. The above data must be considered in the light of

Government estimates that the current growth in paid employment is about 500 jobs each year and that there are some 3,500 school leavers each year.

170. 246. **TVET Development in the Context of the Education Master Plan.**

Changes introduced to the general education system through the Master Plan will have significant implications for TVET because the graduates of general education are those who will seek TVET. Three major reforms of general education are assumed and their consequences for TVET are as follows. First, community schools will be established and offer kindergarten and primary Grades 1 and 2 in vernacular languages. This reform has no specific consequences for TVET. Second, primary schools will offer Grades 3 to 8 in conjunction with universal basic education being extended to year 8. The consequences of this reform for TVET are that the majority of children who leave school after basic education will be two years older (about 14 years old) than leavers of previous years, and they will have higher levels of general education. They should be better prepared to undertake vocational studies in RTCs, whose courses will need to be upgraded to accommodate the higher entry level of students. The reform will have similar consequences with regard to students entering technical/vocational secondary schools after Grade 8 and the programs that TVSSs offer.

171. 247. Third, provincial secondary schools will offer either years 9 and 10 or years 9 to 12, while national secondary colleges will offer years 11 to 13. As a result, the cohort of students who once would have left school at the end of junior secondary education (year 10) will likely aspire to complete 12 years of education. A majority of admissions into INTV's courses may therefore have a year 12 education rather than the current requirement of year 10. In the long term, INTV could thus raise its entry requirement to year 12 and upgrade its programs to be consistent with this change. Provincial secondary schools' offering of years 9 to 12 also affects the teaching of technology subjects. It would be impractical to retain the programs in years 7 to 10, which will be split between the new primary and secondary schools; this arrangement would also be inconsistent with the concept of basic education in primary school. Therefore, any technology subject that might replace industrial arts and home economics needs to be structured in the new secondary program offering years 9 to 12.

172. 248. **TVET in National Development.** The current TVET system has grown in a piecemeal fashion with its component parts established for specific and unrelated purposes. Under existing management arrangements, the substantial but fragmented resources of TVET are used inefficiently. They are not monitored or regulated effectively and do not necessarily respond to Vanuatu's manpower development needs. Proposals for TVET development outlined below aim to redress these problems and enable the TVET system to make a substantial contribution to the country's social and economic development.

**B. Rural Vocational Training for School Leavers**

173. 249. A goal of the Education Master Plan is to provide higher levels of better quality general education to school leavers by providing eight years rather than six years of basic education. Access to education through year 12 will also expand as a result. School leavers will therefore be older, better educated, more employable, and more suited for further education and training. However, this objective must be seen in the context of the opportunities for employment. It should also be viewed in light of what opportunities there are, or should be, for further education and training, and what additional employment opportunities might then be available to those higher qualified graduates. The resources available in secondary schools and the TVET system, if used effectively, are capable of providing the education and training needed by school leavers who will obtain paid employment.
174. 250. The challenge for the country is to prepare the remaining school leavers for a useful and productive place in rural society. Recognizing this problem, rural communities and others have pushed for the establishment of RTCs and their coordinating agency VRDTCA. Despite their shortcomings, these independent, community-based and community-responsive training centers have the best potential to meet the training needs of the youth of rural societies. VRDTCA should be strengthened to enable it to (i) appraise the capacity and willingness of a community to support a Rural Training Center and (ii) make small grants of “seed money” to newly established Rural Training Centers to enable them to start up operations. The existing arrangements under which VRDTCA provides support and assistance to RTCs are appropriate and should be maintained and strengthened. However, because of the national importance of continuing rural training, the Government should support VRDTCA in order to supplement and ultimately replace the external assistance now provided by DFID. Notwithstanding Government support, certain measures should be adopted to maintain the independence of VRDTCA and the RTCs themselves.
175. 251. **Action 1:** *The Government will make the Vanuatu Rural Development Training Centers Association a statutory body under the Ministry of Education, and through VRDTCA, the Government will expand and develop the system of Rural Training Centers. The existing system of private, community-based and -funded RTCs should be promoted, given their independence, their responsiveness to community needs, and the fact that they do not require Government funding to support their operations. To preserve their independence and quick, pragmatic, demand-driven nature, available funding be passed to them directly through VRDTCA rather than through the Ministry of Education.*
176. 252. Ten private TVSSs (two assisted by the Government) currently provide year 7 to 9 programs in the traditional secondary technical school pattern. Their objectives are to impart general-education skills and employable vocational skills to their students. But many countries have discovered that such programs at the lower secondary level are relatively expensive and usually result in neither objective being achieved satisfactorily. The role of TVSSs will be reconsidered in the light of that international experience. In addition, because basic education will be raised to Grade 8 under the Master Plan, the role of TVSSs should be changed to provide their graduates with technical and vocational skills that will make them truly employable.



177. 253. **Action 2:** *The Government will restructure the private technical/vocational secondary schools to provide for Grade 8 entry of students and for programs with specific vocational training (rather than general education) objectives. The government will provide incentives and support for this change by incorporating the restructured TVSSs into the Vanuatu Rural Development Training Centers Association system.*

### C. Technology Education in Secondary Schools

178. 254. Children, including many from homes using basic technologies, will be better equipped to contribute to society and respond to change in society if they understand technological processes and applications and their relationship to a developing society. Modern programs for teaching technology are increasingly being incorporated in general education streams in industrial countries. They are based on helping students to understand and use technologies to solve practical problems. This approach of analysis and problem solving contributes to both the practical and intellectual development of students. The existing home economics and industrial arts subjects currently taught in some secondary schools have somewhat similar objectives but are considered inappropriate; the scope of technologies and processes covered are limited, the teaching approach methodology are outdated, and they inherently discriminate in terms of gender.
179. 255. **Action 3:** *The Government will discontinue the industrial arts and home economics subjects currently taught in years 7 to 10. In their place, it will (i) incorporate introductory technology concepts in years 7 and 8 of basic education; and (ii) introduce a comprehensive technology education program as a core subject for both boys and girls in years 9 to 12 of secondary schools.*

### D. Vanuatu Maritime College

180. 256. There are compelling economic reasons for establishing the proposed VMC. If the Government does not establish VMC, it will be in breach of its international obligation with respect to the International Maritime Organization and international seafaring standards (STCW). This would expose Vanuatu to potentially severe economic consequences resulting from constraints on its domestic and international shipping. If the proposed VMC is established, Vanuatu will gain the capacity to train engineering and deck officers to certification levels required for employment on international vessels. On Vanuatu's international shipping registry, there are about 460 vessels, none crewed by ni-Vanuatu. Placing ni-Vanuatu as crew on these vessels would create a substantial and continuing employment opportunity and significantly benefit those employed, and consequently the country as a whole.
181. 257. **Action 4:** *The Government will establish the Vanuatu Maritime College on Santo, under the administrative responsibility of the Ministry of Education, by combining and augmenting the resources of the Fisheries Training Center and the Marine Training School.*

### 182. E. Agricultural Training

183. 258. Although about 80 percent of the population depends on mainly subsistence-level agriculture for its livelihood, little training is aimed at improving agricultural productivity. Tagabe Agricultural College has not trained agricultural field and extension officers for some years. With basic education extended to Grade 8, most school leavers who become involved in subsistence agriculture in the future will have a higher level of general education.
184. 259. **Action 5:** *The Government will review the need for agricultural training aimed at improving the productivity of the agricultural sector.*
- F. National Institute of Technology of Vanuatu

185. 260. INTV is the country's foremost TVET institution, being the main provider of post-secondary, formal, pre-employment training for jobs in the modern sector of the economy. INTV has experienced management and teaching staff, good teaching accommodation and equipment, and boarding facilities under construction. INTV continues to receive substantial inputs of foreign development assistance from France and Australia to further improve its teaching programs and facilitate training for both Francophones and Anglophones. INTV mainly offers formal pre-employment training in long-term certificate courses. Commercial and industrial enterprises in Port Vila also need specific continuing and further education programs, but INTV's response to such needs is limited because of administrative constraints inherent in its classification as a senior secondary school under the Department of Secondary and Further Education.
186. 261. The Government will strengthen INTV's role in further and continuing education by introducing regulatory changes which would give INTV more flexibility to offer formal, informal, and continuing education and training programs in response to community and industry demand. The Government will strengthen INTV's national role in the development and improvement of the various forms of technical and vocational education and training. INTV would become a technical and vocational education and training center of excellence with involvement in technical and vocational education and training-specific resources dissemination, curriculum and other materials development and teacher training.
187. 262. **Action 6:** *The Government will change the organizational, staffing, and financial management of INTV to enable it to offer formal or informal continuing education and training programs in response to community and industry demand.*
188. 263. Development and improving all forms of TVET in the country is considered a national priority, but such activities are generally pursued independently and ineffectively by many training providers, most underresourced. A national resource center for TVET (NRCTV) should be established to assist those efforts. The mandate of NRCTV would be to support the development of TVET offered by all providers. NRCTV would maintain an extensive library and database of TVET materials, establish appropriate links with Vanuatu and foreign TVET providers, and provide expertise for technical curriculum development, technical teacher training, industry and community liaison, and income-generating activities. As the leading provider of technical and vocational education and training, INTV has the expertise and resources that could be used as the basis for the development of NRCTV.
189. 264. **Action 7:** *The Government will establish a national resource center for TVET at INTV with a mandate to support and assist the development of all forms of technical and vocational education and training nationwide.*

## **G. Rationalization of Government Post-Secondary TVET**

190. 265. Post-secondary pre-employment vocational training is provided by the Ministry of Education through INTV, VTC, and TSCU and by other ministries through NTS and FTW. Post-employment and continuing education and training is provided by different ministries through various institutions. The centers mostly serve the needs of the modern sector of the economy. They were established independently, most with foreign assistance in response to specific needs of Government departments, and all are in Port Vila. The programs offered have different objectives, but common strands—such as mathematics, management, and computing skills—run through many of them. Most centers served their intended purposes effectively while foreign aid continued, but became less effective after it ceased. The result is that some centers have good facilities and equipment and offer viable programs that are in demand, while others make little use of their resources. Because of the status of the centers and the inherent inefficiency of

maintaining infrastructure and management for many small training centers, amalgamating resources would likely result in better and more efficient training.

191. 266. **Action 8:** *The Government will investigate the options for rationalizing the provision of Government-supported post-secondary TVET, taking into account any need for facilities in centers other than Port Vila. In particular, the government will investigate the feasibility of establishing a single, multi-campus, multi-discipline national institution with responsibility for all Government-supported post-secondary technical and vocational education and training.*

## H. Vanuatu National Training Council

192. 267. The technical and vocational education and training system comprises many agencies independently providing a wide range of programs. The Ministry of Education manages five types of TVET, 11 training centers are run by Government agencies other than the Ministry of Education, and 6 other agencies also provide training. Training agencies in general have little understanding of the total TVET system and the market it serves. There is little coordination and cooperation among training agencies, and the system needs to define roles and responsibilities, articulation between courses, and skill and certification standards. Part of the reason for these problems is the lack of any agency in Vanuatu to oversee and monitor technical and vocational education and training nationwide. As a result, there is no mechanism to advise the Government on optimizing the use of the country's considerable TVET resources.
193. 268. However, an important partnership is being developed with the private sector through the ongoing initiative to establish the Vanuatu National Training Council. The participation of private-sector employers in the VNTC can help ensure that training providers are responsive to the needs of industry, employers, and the growing economy.
194. 269. **Action 9:** *The Government will establish the proposed Vanuatu National Training Council as a statutory body under the Ministry of Education. VNTC's mandate will be to provide the Government and others with advice on TVET with respect to costs and financing; the allocation of funds from foreign donors; training needs of the labor market; links between training providers and industry; the roles of and relationships between training providers; the accreditation of training providers and their courses; performance and skill standards; certification levels; and training regulations.*

### I. TVET Management Structure of the Ministry of Education

195. 270. The total management structure of the Ministry of Education is currently under review as part of the Comprehensive Reform Program, and the Government will adopt a new interim structure in the near future. Any interim structure of the Ministry of Education will be designed to remove the current impediments to the planning and implementation of TVET. Such impediments include insufficient recognition of the importance of TVET to national development; the large number of TVET providers and uncoordinated activities and functions; and the lack of importance given to the role of national TVET institutions. The Government will change the structure and management of the Ministry of Education to give greater prominence to the role of technical and vocational education and training as part of the education system.
196. 271. As a result of this Master Plan, the "final" structure for the Ministry of Education as it relates to TVET may differ from the interim structure. The Government may need to modify the interim structure to accommodate some or all of the following: (i) the establishment of the Vanuatu Maritime College as a national institution; (ii) the proposed operational role of the Vanuatu Rural Development Training Centers Association; (iii) the proposed advisory role of the Vanuatu National Training Council;

and (iv) the consequences of rationalizing Government post-secondary TVET, including possibly the establishment of an integrated national institute of tertiary education.

197. 272. **Action 10:** *The Government will incorporate in the interim structure of the Ministry of Education the following features relating to the effective administration of TVET: (i) a Department of Vocational and Continuing Education with a Director reporting to the Director General of Education, and (ii) five units under the departmental level comprising: (a) INTV, (b) VTC, (c) TSCU, (d) the Division of Youth Training and Employment Opportunities, and (d) the Division of Youth and Sports.*

#### **J. Funding of VRDTCA and VNTC**

198. 273. The history of TVET in Vanuatu reveals a pattern of new projects flourishing at first, having been well supported through foreign assistance and Government counterpart funding. Over time, this success often has been followed by a period of decline and sometimes stagnation in the absence of foreign assistance and with reduced recurrent funding from the Government. Actions 1 and 8 above with respect to the Vanuatu Rural Development Training Centers Association and the Vanuatu National Training Council will require capital expenditure for establishing these bodies and adequate Government recurrent expenditure to maintain their operations. Aid donors may support establishment costs. But experience shows that without a dedicated source of recurrent funding, the agencies may not continue to operate effectively over the long term. Therefore, a dedicated source of recurrent funding for them should be established.

199. 274. **Action 11:** *The Government will apply a training levy on business licenses to raise revenue dedicated to the funding of proposed operations of the Vanuatu Rural Development Training Centers Association and the Vanuatu National Training Council.*

### **IV. Implementation of the Planned Development**

#### **A. Policy and Structural Changes**

200. 275. Approval and ratification of this Master Plan must be accompanied by the following policy and structural changes implied in the above actions. Government legislation is required to establish VRDCTA and VNTC as statutory bodies and the funding arrangements for them (Actions 1, 9, and 11). Approval of the Council of Ministers is required to establish the Vanuatu Maritime College (Action 4) and to rationalize Government's provision of post-secondary TVET (Action 8). The Minister for Education and the Public Service Commission must ratify the restructuring of the Ministry of Education (Action 10) and the organizational change in INTV (Action 6). The Minister for Education needs to approve the new role proposed for technical/vocational secondary schools (Action 2), technology education in secondary education (Action 3), and development proposed for INTV (Action 7). The proposed review of agricultural training (Action 5) would require the cooperation of the Minister for Agriculture.

#### **B. Implementation Measures**

201. 276. The measures required to implement the actions above vary considerably. Some do not require major policy changes or significant inputs of resources, so the Government can proceed with them after ratification of the Master Plan and approval of appropriate authorities. Others require policy initiatives to be drafted and related project design and development, although in some cases initial development work has been done or is proceeding. These matters are discussed in the following paragraphs.
202. 277. **Rural Vocational Training for School Leavers.** VRDTCA is to become a statutory authority under the Ministry of Education and receive funding from it (Action 1). As the Ministry of Education's executing agent, VRDTCA will provide incentives and support to Rural Training Centers. Its objectives will be to establish and develop additional RTCs; improve the quality and relevance of instruction offered; raise the standard of instruction offered (given the increase in the entry level to Grade 8); and strengthen management and administration, with particular emphasis on promoting the independence of RTCs through income-generating activities. VRDTCA is also anticipated to be involved in administering a revolving fund used to support the start-up of small rural businesses by RTCs and RTC graduates.
203. 278. The new role proposed for VRDTCA is a development and expansion of its current activities. Because the British Department for International Development is currently assisting VRDTCA, the Government will approach DFID to determine its interest in supporting the Association's further development. VRDTCA and the Ministry of Education are expected to need technical assistance to help develop
- VRDTCA's statutory charter and related legislation;
  - guidelines for working relationships, including financial relationships, between VRDTCA and the Ministry of Education and VRDTCA and RTCs;
  - regulations to govern the operation of a revolving fund to support the establishment of small rural businesses by Rural Training Centers and their graduates;
  - guidelines for incentive schemes to support the establishment, development, and operation of RTCs;
  - revised RTC curricula based on student entry after Grade 8; and
  - training of VRDTCA staff in operation of new systems and procedures.

204. 279. It is proposed (Action 2) that the two private but Government-assisted technical/vocational secondary schools and the other eight private TVSSs be restructured as RTCs. But being autonomous, they cannot be forced to comply. For this proposal to be implemented, TVSS authorities must be convinced that the change will serve the best interests of their students and their schools.
205. 280. **Technology Education in Secondary Education.** The Government will introduce a comprehensive technology education program in years 9 to 12 of general education (Action 3). The technology program would be holistic in its consideration of materials, processes, and systems applied to technologies such as food, graphics, design, information, and communications. A workshop involving a New Zealand adviser and ni-Vanuatu specialist teachers did preliminary work on this concept in 1996. The workshop considered and endorsed a proposal to introduce a technology program in junior secondary education. Because of New Zealand's experience with technology programs in its general education system and its earlier involvement in technology issues in Vanuatu, the Government will approach New Zealand to determine its interest in the program. An integrated project provided through foreign assistance would support a survey of project requirements; design of the project and its implementation measures; development of curricula and resource materials; training or retraining of teachers; the building of new special-purpose technology practice rooms or the renovation of existing facilities; and technology teaching equipment.
206. 281. **Vanuatu Maritime College.** The Government will establish VMC in order to comply with STCW maritime training requirements and to enhance programs and facilities for fisheries training (Action 4). It is understood that the proposal to establish VMC has been agreed to by the Government agencies involved and a submission to the Council of Ministers has been made and awaits approval. An issue being discussed is what Government ministry should be responsible for VMC. As may be noted from Action 4, and consistent with other actions aimed at making the Ministry of Education primarily responsible for post-secondary TVET in the country, it is proposed that the Ministry of Education should be responsible for VMC.
207. 282. Completed development work for the proposed VMC includes a feasibility study (December 1997) and a project profile (May 1998), both prepared by the Regional Maritime Training Adviser to the South Pacific Commission. These documents provide comprehensive detail on inputs required, including technical assistance and estimates of capital and recurrent costs. The documents are adequate to proceed with VMC. Following formal approval, the Government will seek foreign aid to assist with the capital costs and implementation of the project.
208. 283. **Agricultural Training.** The Government's review of training needs in the agricultural sector (Action 5) will focus on measures needed to improve agricultural productivity and the training programs that could support those measures. Advisory technical assistance used for the study will be based in the Ministry of Agriculture and collaborate closely with the Ministry of Education and other providers of agriculture training.
209. 284. **National Institute of Technology of Vanuatu.** The Government will change management regulations to recognize INTV's capacity and responsibility to respond to the training needs of industry and the community (Action 6). As part of these changes, INTV will establish a liaison and coordination unit for continuing and further education programs. New regulations will enable INTV to access technological expertise in the community and training resources in industry. For example, INTV will be able to offer evening classes; hire part-time, short-term, and contract staff; and buy or hire other resources to enable it to provide training for specific purposes, on a fee-for-service basis when appropriate. Development of the regulations will require liaison and agreement

among INTV, the Ministry of Education, the Ministry of Finance, and the Public Service Commission.

210. 285. The Government will also establish a national resource center for technical and vocational education and training in INTV to facilitate the enhancement of TVET nationwide (Action 7). The Ministry of Education will have to meet additional recurrent costs of extra staff and operational expenses to provide advisory services through the center. The Government will seek foreign development assistance to meet the capital costs of building and the supply of library resources and equipment. Technical assistance will also be needed to develop NRCTV systems and staff training, particularly for technical and vocational curricula development and the training of technical teachers. Because of AusAID's current commitment to INTV, AusAID may consider additional support for establishment of NRCTV.
211. 286. **Rationalization of Government Post-Secondary TVET.** The Government will consider options for rationalizing its provision of post-secondary TVET (Action 8). This proposed action arises from a preliminary review of the operational status of Government training institutions. It reflects concerns about the efficiency of operating a large number of independent training centers and the capacity of line ministries (other than the Ministry of Education) to manage training centers. The Government will assess the need for rationalization using advisory technical assistance to (i) undertake a detailed review and inventory of Government post-secondary training institutions and training centers that offer TVET: their objectives, governance, costs, cost recovery, financing, operations, staffing, and facilities; (ii) assess their effectiveness and efficiency; and (iii) develop options, strategies, and cost estimates for rationalization, if that step is considered appropriate. If the Government agrees to some kind of rationalization or merging of TVET providers or programs, it may require additional technical assistance to assist in implementing the reforms.
212. 287. **Vanuatu National Training Council.** The Government will establish VNTC as a statutory advisory body under the Ministry of Education (Action 9). Much work has already been done toward establishing VNTC. Following consultation among representatives of a wide range of agencies with interests in TVET, an interim VNTC was formed, and an executive committee was appointed and given the task of formally establishing VNTC. However, Actions 9 and 10 contain additional steps not previously considered. They are: (i) giving VNTC a role in advising about the allocation of Government funds and foreign assistance for TVET; (ii) making VNTC a statutory body under the Ministry of Education; and (iii) providing a dedicated source of funding for VNTC. To establish and fund VNTC as proposed in Action 9, the Government will require enabling legislation and appropriate regulatory and administrative arrangements. The executive committee of the interim VNTC is currently being assisted part-time by an AusAID adviser from the INTV project. But developing VNTC's systems and procedures and training staff in their use will be a huge task, so the Government will seek to replace the part-time with full-time technical assistance as soon as the establishment of VNTC is officially endorsed.
213. 288. **TVET Management Structure of the Ministry of Education.** The Government will raise the profile of technical and vocational education and training and its role in national development by restructuring the organization of TVET management in the Ministry of Education (Action 10). Ministry of Education authorities and the Public Service Commission must approve the proposals as part of the general restructuring of the Ministry of Education being carried out under the Comprehensive Reform Program.
214. 289. **Funding of VRDTCA and VNTC.** The Government will provide a dedicated source of funding for the Vanuatu Rural Development Training Centers Association and the Vanuatu National Training Council through a levy system (Action 11). This proposal

will require approval at the highest level of Government, legislation to apply the levy, and appropriate administrative arrangements to fund the two agencies. The Government may require technical assistance in drafting the legislation.



**ATTACHMENT A:  
NATIONAL INSTITUTE OF TECHNOLOGY OF VANUATU**

**I. INTV Institutional Strengthening Project**

**A. Objective**

The objective of the project is to strengthen the capacity of the National Institute of Technology of Vanuatu (Institut National de Technologie de Vanuatu, or INTV) to supply the labor market with an appropriately trained technical and middle level workforce. An important element for sustainability will be the development of strong linkages with industry and the development of responsive programs to meet national development priorities.

**B. Term**

Start date February 1998, completion date December 2003.

**C. Funding**

AusAID and the Government of Vanuatu; AUD 4.8 million estimated expenditure in the first three-year phase of the project.

**D. Key Features**

**Advisers:** Provision of 22 long- and short-term advisers totaling 324 person-months and including team leader and the following advisers: industrial liaison, tourism and hospitality, business studies, carpentry and joinery, mechanical technology, masonry, automotive, electrical, gender, and project administration.

**Staff Training:** Training in areas of institutional management, industry liaison and linkages, teacher technical skills, teacher pedagogical skills, curriculum development, training needs analyses, skills analyses, competency-based training through in-service programs, 172 months of overseas training, and 39 weeks of regional study tours.

**Facilities Development:** New construction and buildings renovation to cost about AUD 2.0 million including dormitories, dining room, and staff housing in the first phase.

**Workshop Equipment:** Equipment to the value of AUD 0.68 million.

## II. INTV Facilities

- General Classrooms (18)
- Laboratories (2)
- Technical Drawing Room (2)
- Workshops (7) comprising Carpentry, Masonry, Automotive Mechanics, General Mechanics, Electrical, Diesel, Art
- Computer Room (2)
- Typing Room (2)
- Library (1)
- Student Supervision Room (1)
- Administration Block (1) comprising 6 Offices and Conference Room
- Staff Room (1)
- General Maintenance Workshop (1)
- Other (3) comprising 2 Sports Grounds and 1 Covered Playground
- 

## III. INTV Budget, 1998

Classification	Budget (VT)
<b>Personnel</b>	
Paid by Government	27,626,223
Other	9,538,444
Subtotal	37,164,667
<b>Non-Personnel</b>	
Administrative	3,658,600
Educational Expenses	8,000,000
Small Equipment	3,350,000
Other	1,051,147
Operations	4,600,000
Maintenance	3,200,000
Development	11,017,535
Subtotal	34,877,282
<b>Total</b>	<b>72,041,949</b>

Source: INTV records

#### IV. INTV ENROLLMENT, JULY 1999

Year/ Class	Students			
	French	English	Girls	Total
<b>Year 11</b>				
Business Studies	31	29	36	60
Hotel/Restaurant	25	21	28	46
Building	26	15	1	41
Carpentry	12	15	3	27
Electrical	15	16	6	31
Auto Mechanics	15	0	0	15
Mechanical	14	16	6	30
Sales	28	0	16	28
Subtotal	166	112	96	278
<b>Year 12</b>				
Accounting	28	29	42	57
Secretarial	26	0	23	26
Building	19	15	0	34
Carpentry	11	0	0	11
Electrical	12	0	0	12
Auto Mechanics	16	0	0	16
Mechanical	14	0	0	14
Subtotal	126	44	65	170
<b>Year 14</b>				
Tourism	14	0	5	14
<b>Grand Total</b>	<b>306</b>	<b>156</b>	<b>166</b>	<b>462</b>

Source: INTV records

**V. INTV STAFF, 1997**

Classification	Staff		
	Female	Ni-Vanuatu	Total
<b>Non-Teaching Staff</b>			
Administration	3	8	9
Maintenance Staff	1	4	4
Subtotal	4	12	13
<b>Teaching Staff</b>			
History/Geography	3	3	5
Languages	1	3	3
Maths/Science		1	2
Secretarial	3	3	4
Accounting	3	3	5
Sales	2		2
Hospitality		1	2
Tourism	1		1
Masonry		1	2
Automotive Mechanics		3	4
General Mechanics		1	1
Electricity		3	5
Art		1	1
Physical Education		3	5
Subtotal	13	26	42
<b>Grand Total</b>	<b>17</b>	<b>38</b>	<b>55</b>

**ATTACHMENT B:  
RURAL TRAINING CENTERS**

No	Province	98 VRDTCA			Non VR	98 Affiliation			98 Staff		98 Enrol		97 Staff		97 Enrol		96 Staff		96 Enrol	
		Full	Ass	Exp		Cm	Pvt	Ch	Fm	Tot	Fm	Tot	Fm	Tot	Fm	Tot	Fm	Tot	Fm	Tot
<b>Torba Province</b>																				
01	Losalava, Banks Group	Full			Cm							0	2	4	24					
02	Goodwill, Banks Group				Non													0	13	
<b>Sanma Province</b>																				
03	Novota, Santo	Full					Ch	0	2	0	21	0	3	0	21					
04	Males, Santo	Full					Pvt			4	4	0	3	2	10					
05	Side River, Santo			Exp			Pvt	1	9	0	24									
06	Maxime Garage, Santo				Non															
<b>Penama Province</b>																				
07	Londua, W Ambae	Full					Ch	0	3	0	42	1	3	6	32			3	36	
08	Vatuli, W Ambae	Full				Cm		1	5	10	18	0	1	0	6					
09	Urembulu, W Ambae				Non							1	3	6	16			0	18	
10	Torgil, E Ambae	Full					Ch	1	8	13	57			12	82			5	71	
11	Lowowai Manual, E Ambae	Full					Pvt							0	12					
12	Lunana, E Ambae	Full				Cm		1	5	4	29			0	16					
13	Ambanga, N Ambae			Exp		Cm														
14	Narea, N Maewo	Full				Cm		1	4	8	20			5	10					
15	Pelsa, C Maewo			Exp			Pvt													
16	Angamarere, N Pentecost			Exp			Pvt	1	4											
17	Agape, N Pentecost	Full				Cm		2	10			2	8	45	127			22	80	
18	Balisa, N Pentecost				Non											0	3	3	8	
19	Harilau, N Pentecost			Exp		Cm														
<b>Malampa Province</b>																				
20	Norsup Station, Malekula		Ass				Pvt													
21	Banton, Malekula	Full				Cm						2	4							
22	Marven, Malekula	Full				Cm		2	5	7	24	1	5	4	12			10	21	
23	Wora, N Malekula	Full					Pvt	2	7	7	32	0	1	7	27					
24	Pektel, N Malekula				Non									0	28					
25	Morobian, N W Malekula	Full				Cm						0	5	4	19			3	10	
26	Abel, N E Malekula		Ass			Cm		2	5	10	24			0	6			2	2	
27	Ngaim Orsel, N E Malekula		Ass			Cm														
28	Uluveu, S Malekula				Non													3	8	
29	Wuhuran, N Ambrym		Ass			Cm														
30	Melwe, N Ambrym			Exp		Cm				7	23									
31	Ceevee, W Ambrym		Ass				Pvt													
32	Rakonven, S E Ambrym	Full				Cm		2	5	9	9	1	4	2	8			9	23	
<b>Shefa Province</b>																				
33	Shefa Music, Port Vila	Full				Cm								4	29					
34	Taki, Port Vila	Full					Pvt					1	4	14	36					
35	Nisu, Port Vila		Ass			Cm								4	12					
36	Epule, N Efate	Full					Ch							11	30			18	36	
37	Emau, N Efate		Ass			Cm								18	42					
38	Laklemer, S Efate				Non									1	4			4	13	
39	Tomali, S Epi		Ass			Cm								5	13			0	10	
40	Senekae, Tongoa		Ass				Pvt							4	10			0	7	
<b>Tafea Province</b>																				
41	Lorakau, Tanna	Full				Cm		1	6	10	33	1	4	8	18					
42	Tasaley, Tanna			Exp		Cm														
43	Green Hill, N Tanna			Exp			Pvt													
44	Vetumit, S Erromango	Full				Cm				6	16	2	8	10	25			10	33	
Total		20	9	8	7	22	11	4	17	78	95	376	12	58	176	675	0	3	92	389
Grand Total			37		7		37			78		376		58		675		3		389

Total	44	37					
Distribution %	45	20	18	16	59	30	11

No of RTCs Recorded	14	15	15	27	1	16
Average per RTC	6	25	4	25	3	24

Source: VRDTCA Records. Note: Most Data are Incomplete

## V. INTV STAFF, 1997

Classification	Staff		
	Female	Ni-Vanuatu	Total
<b>Non-Teaching Staff</b>			
Administration	3	8	9
Maintenance Staff	1	4	4
Subtotal	4	12	13
<b>Teaching Staff</b>			
History/Geography	3	3	5
Languages	1	3	3
Maths/Science		1	2
Secretarial	3	3	4
Accounting	3	3	5
Sales	2		2
Hospitality		1	2
Tourism	1		1
Masonry		1	2
Automotive Mechanics		3	4
General Mechanics		1	1
Electricity		3	5
Art		1	1
Physical Education		3	5
Subtotal	13	26	42
<b>Grand Total</b>	<b>17</b>	<b>38</b>	<b>55</b>

**ATTACHMENT B:  
RURAL TRAINING CENTERS**

No	Province	98 VRDTCA			Non VR	98 Affiliation			98 Staff		98 Enrol		97 Staff		97 Enrol		96 Staff		96 Enrol	
		Full	Ass	Exp		Cm	Pvt	Ch	Fm	Tot	Fm	Tot	Fm	Tot	Fm	Tot	Fm	Tot	Fm	Tot
<b>Torba Province</b>																				
01	Losalava, Banks Group	Full			Cm							0	2	4	24					
02	Goodwill, Banks Group				Non													0	13	
<b>Sanma Province</b>																				
03	Novota, Santo	Full					Ch	0	2	0	21	0	3	0	21					
04	Males, Santo	Full					Pvt			4	4	0	3	2	10					
05	Side River, Santo			Exp			Pvt	1	9	0	24									
06	Maxime Garage, Santo				Non															
<b>Penama Province</b>																				
07	Londua, W Ambae	Full					Ch	0	3	0	42	1	3	6	32			3	36	
08	Vatuli, W Ambae	Full				Cm		1	5	10	18	0	1	0	6					
09	Urembulu, W Ambae				Non							1	3	6	16			0	18	
10	Torgil, E Ambae	Full					Ch	1	8	13	57			12	82			5	71	
11	Lowowai Manual, E Ambae	Full					Pvt							0	12					
12	Lunana, E Ambae	Full				Cm		1	5	4	29			0	16					
13	Ambanga, N Ambae			Exp		Cm														
14	Narea, N Maewo	Full				Cm		1	4	8	20			5	10					
15	Pelsa, C Maewo			Exp			Pvt													
16	Angamarere, N Pentecost			Exp			Pvt	1	4											
17	Agape, N Pentecost	Full				Cm		2	10			2	8	45	127			22	80	
18	Balisa, N Pentecost				Non											0	3	3	8	
19	Harilau, N Pentecost			Exp		Cm														
<b>Malampa Province</b>																				
20	Norsup Station, Malekula		Ass				Pvt													
21	Banton, Malekula	Full				Cm						2	4							
22	Marven, Malekula	Full				Cm		2	5	7	24	1	5	4	12			10	21	
23	Wora, N Malekula	Full					Pvt	2	7	7	32	0	1	7	27					
24	Pektel, N Malekula				Non									0	28					
25	Morobian, N W Malekula	Full				Cm						0	5	4	19			3	10	
26	Abel, N E Malekula		Ass			Cm		2	5	10	24			0	6			2	2	
27	Ngaim Orsel, N E Malekula		Ass			Cm														
28	Uluveu, S Malekula				Non													3	8	
29	Wuhuran, N Ambrym		Ass			Cm														
30	Melwe, N Ambrym			Exp		Cm				7	23									
31	Ceevee, W Ambrym		Ass				Pvt													
32	Rakonven, S E Ambrym	Full				Cm		2	5	9	9	1	4	2	8			9	23	
<b>Shefa Province</b>																				
33	Shefa Music, Port Vila	Full				Cm								4	29					
34	Taki, Port Vila	Full					Pvt					1	4	14	36					
35	Nisu, Port Vila		Ass			Cm								4	12					
36	Epule, N Efate	Full					Ch							11	30			18	36	
37	Emau, N Efate		Ass			Cm								18	42					
38	Laklemer, S Efate				Non									1	4			4	13	
39	Tomali, S Epi		Ass			Cm								5	13			0	10	
40	Senekae, Tongoa		Ass				Pvt							4	10			0	7	
<b>Tafea Province</b>																				
41	Lorakau, Tanna	Full				Cm		1	6	10	33	1	4	8	18					
42	Tasaley, Tanna			Exp		Cm														
43	Green Hill, N Tanna			Exp			Pvt													
44	Vetumit, S Erromango	Full				Cm				6	16	2	8	10	25			10	33	
Total		20	9	8	7	22	11	4	17	78	95	376	12	58	176	675	0	3	92	389
Grand Total			37		7		37			78		376		58		675		3		389

Total	44	37					
Distribution %	45	20	18	16	59	30	11

No of RTCs Recorded	14	15	15	27	1	16
Average per RTC	6	25	4	25	3	24

Source: VRDTCA Records. Note: Most Data are Incomplete

**ATTACHMENT C:  
SCOPE OF TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING**

Training Center	No.	Post-secondary			Post-primary			In-Service/Continuing Education/Other			Course/Comments
		Staff	Enrol	Grads	Staff	Enrol	Grads	Staff	Enrol	Grads	
<b>Ministry of Education</b>											
INTV	1	45	461	200							2 yrs full time (1998)
VTC	1	23	172	65							2 yrs full time (1998)
TVSS	2				14	350	88				3 yrs full time (estimate)
TSCU	1	na	328	67							mostly 3 yrs full time (1997)
Subtotal	5	68	961	332	14	350	88				
<b>Other Ministries</b>											
GTC	1							12	100	100	avg 10 days (estimate)
FSTU	1							5	40	18	2 yrs x 10 hrs pw (1998)
DCBD	na							29	350	350	23 x 5 day courses (1996)
RSTP	na				7	100	100				short courses (estimate)
FTC	1							6	70	70	2-4 week courses (1997)
MTS	1							2	74	74	various
TAC	1										not operational
PTC	1	13	25	25							(estimate 1998)
NTS	1		40	20							(estimate) staff not known
MTC	1							na	20	20	various short courses
TTCU	1								20	20	(estimate 1998) staff not known
Project-Sponsored	na	na	30	10				na	60	60	(estimate)
Subtotal	9	13	95	55	7	100	100	54	734	712	



**SCOPE OF TVET (continued)**

Training Center	No.	Post-secondary			Post-primary			In-Service/Continuing Education/Other			Course/Comments
		Staff	Enrol	Grads	Staff	Enrol	Grads	Staff	Enrol	Grads	
<b>Non-government</b>											
RTC	44				176	1,100	550				2 yrs full time (estimate 1998)
TVSS	8				44	1,100	275				3 yrs full time (estimate 1998)
Other					na	na	na				NGOs short courses
Subtotal	52				220	2,200	825				
<b>Other</b>											
USPEC (tertiary)	1	na	346	50							unit semester enrol (1997) (grads est)
USPEC (continuing)	1	na							189	189	unit term enrol (1997)
VCCI	na								150	150	12 courses (1997) (enrol estimate)
Private	2							na	100	100	short course (estimate)
Subtotal	4		346	50					439	439	
<b>Total</b>	<b>70</b>	<b>81</b>	<b>1,402</b>	<b>437</b>	<b>241</b>	<b>2,650</b>	<b>1,013</b>	<b>54</b>	<b>1,173</b>	<b>1,151</b>	

Notes: *Enrol* means enrollment; *grads* means graduates; *na* means not available; *pw* means per week; *avg* means average; *est* means estimate. See abbreviation list at the beginning of this annex for names of institutions.

Source: Training institutions and World Bank estimates

**DISTANCE EDUCATION IN VANUATU**

290. Education in Vanuatu has many challenges. One of the greatest is to provide a way for students pushed out of education at Grade 6 to extend their formal non-vocational education. If this could be done, a wealth of human potential presently untapped could become available to enrich the lives of individuals, and to help forward the development of the country.

291. **Distance Education for Grades 7 to 10.** Currently Vanuatu has no system of distance education to provide an education program equivalent to that of junior secondary schools, Grades 7 to 10. Creating such a system will be a difficult task presenting many organizational, curricular, and technological challenges. Fortunately, a successful Melanesian model exists.

292. **Action 2:** *The Government will* investigate the program of distance education offered for Grades 7 to 10 in Papua New Guinea as a potential model for the creation of a comparable program in Vanuatu.

293. **French Degree Courses by Satellite.** Distance education programs currently offered in Vanuatu, and those potentially on offer, are all at a level equivalent to those of upper secondary schools, or degree or diploma university courses. Courses in English exist, and education in French is planned. Education in French will be offered through the Association of Universities Entirely or Partially Teaching in French (AUPELF) and the Grouping of Universities Expressing Themselves in French (UREF)

294. AUPELF-UREF is an international organization of universities teaching in French. It established its regional office in Port Vila in 1998. It plans to offer degree courses by satellite to students throughout the Pacific. Financial assistance will be available to students taking these courses. The utility of its offerings to Vanuatu circumstances will require evaluation.

295. **University of the South Pacific.** The major provider of distance education for Vanuatu is the University of the South Pacific (USP). Prior to the introduction of the New Zealand Bursary Program in 1995, its offerings provided the only route to pre-university qualification available within Vanuatu. These courses are still available and consist of two parts: a Preliminary program lasting one year and a Foundation program lasting two years. Certain degree courses are also available.

296. The following table details the number of courses currently being taken. A student may take one or several courses, so the figures give no indication of the number of students enrolled. They also do not differentiate between students taking courses on campus and those pursuing them in distance mode. What they do demonstrate is the concentration in Port Vila of enrolled students and the paucity of students elsewhere, even in Luganville, where a major facility opened two years ago.

**Table 1: USP Course Enrolment by Nature of Course and Location in the Second Semester of 1998**

	<b>Port Vila</b>	<b>Luganville</b>	<b>TAFEA</b>	<b>Other</b>	<b>Withdrawn</b>	<b>Total</b>
Preliminary	205	17	1	9	17	249
Foundation	425	35	2	18	34	514
Vocational	12	10	7	6	1	36
Degree	205	17	1	6	19	248
<b>Total</b>	<b>847</b>	<b>79</b>	<b>11</b>	<b>39</b>	<b>71</b>	<b>1,047</b>

297. The great experience of USP in distance education, the quality of its staff and facilities, the considerable underutilization of its facilities, and the direct contribution that the Government of Vanuatu makes to the operating costs of the university are all arguments for the greater use of this resource.

298. **Action 2:** *The Government will enter into urgent discussions with the University of the South Pacific to explore ways in which the potential of the university to offer tertiary training can be reached. This includes all fields, but particularly formal and informal education and health.*

## Annex 5

## EDUCATION FOR THE DISABLED IN VANUATU

299. The Government unfortunately has been able to do little directly for the education of the disabled within the education system. The main reason is insufficient financial resources. In the years since Independence in 1980, the Government has had a sympathetic interest in the disabled but has been unable to take much concrete action to meet their needs. That role has been largely assumed by private and public benevolence, funded both locally and from abroad. The principal sources of funds are UNICEF and a German charity, Christoffelblinden.

300. Within Vanuatu the major vehicle for the education of the disabled has been the Vanuatu Society for Disabled People (VSDP). The Society has a central unit in Port Vila and a field worker in each of the six provinces. The role of the field workers is to identify the disabled in all categories, physical and intellectual; to design and implement programs for each disabled person; and to secure local cooperation and resources to enhance the individual's development and education.

301. Local cooperation has often been freely given. The efforts of class and head teachers have resulted in positive and important results. This has been achieved both because of the understanding of particular individuals, and no doubt also as a consequence of programs of education and sensitization that VSDP has offered to students of Vanuatu Teachers College for many years.

302. But the number of disabled students in school is only a small portion of the disabled population, as illustrated in the following table.

**Table 1: Disabled Children in School by Province, 1998**

<b>Province</b>	<b>No. of Disabled Children</b>	<b>No. in School</b>	<b>Percentage in School</b>
Torba	17	0	0
Sanma	47	6	12.7
Penama	43	8	18.6
Malampa	33	1	3
Shefa	69	17	24.6
Tafea	62	3	4.8
<b>Total</b>	<b>271</b>	<b>35</b>	<b>12.9</b>

303. The percentage of those in school, as might be expected, is highest in the two provinces where the urban areas of Luganville and Port Vila are located.
304. To address the needs and aspirations of disabled people in Vanuatu, the Government proposes the following actions:
305. **Action 1:** *The Government will* appoint an officer in the Ministry of Education with specific responsibility for the development of policies and programs for the education of the disabled at all levels of the education system, and to be the official representative of the Government to the Vanuatu Society for Disabled People.
306. **Action 2:** *The Government will* officially incorporate components about the needs and education of the disabled into the curricula of all programs of Vanuatu Teachers College.
307. **Action 3:** *The Government will* designate one primary school in Port Vila and one in Luganville as the national centers for education of the disabled. It will also assign resources to make it possible for these schools to provide effective education of the disabled.
308. **Action 4:** *The Government will* devote capital resources and make physical provision for the disabled in all in new schools constructed from 2000 on, and in all existing schools when any major project of renovation is implemented.

**Annex 6****EDUCATION AND THE LABOR MARKET**

<b>Contents</b>	
I.	The Macroeconomy
II.	The Labor Market
III.	Employment Prospects
	References

215. 309. A major objective of the Education Master Plan is to improve the interaction between the education system and the labor market for young people in Vanuatu. A core function of an education system is to produce an adequate supply (in terms of both quantity and quality) of young entrants to the labor market, so the country can reach its human resources potential, which is a prerequisite for its continuing social and economic progress. This economic function is not, nor should be, the sole objective of education. But if the economic function works well, it justifies continuing and perhaps increasing the Government's investment in education.
216. 310. Education cost-benefit analysis studies show that investment in education brings high rates of return because of the contribution that the education graduates make to national economic productivity. This investment is therefore very profitable for the country in the long term. Previous studies of education in Vanuatu have suggested that, in this respect, the country's education system has not worked well and that any remodeling of education in Vanuatu should focus on improved links between the education system and the labor market.
217. 311. Economic development in Vanuatu has been irregular, and the country now has a segmented economy and segmented labor market. The country has a relatively diversified, if small (in employment terms), modern market sector, whereas some 80 percent of the population is supported by traditional agriculture. The modern sector is concentrated in the two urban areas, Port Vila and Luganville, and mainly in the former. The remainder of the country is almost entirely agriculture-based, and much of it lacks adequate infrastructure such as good transport and communication links. The more remote areas even lack regular water supply and electricity.
218. 312. This annex provides background to the Master Plan on such issues related to Vanuatu's economy and labor market. Any study of the labor market in Vanuatu is hindered by the lack of adequate, up-to-date data relating to employment and unemployment. The latest available nationwide data stem from the last national census, undertaken in 1989. Any data collected since that date is piecemeal and incomplete. Thus, available statistics have had to be supplemented by opinions and impressions gathered from leading labor market participants. However, such views gathered locally did not differ significantly, and the outcome was a relatively clear and coherent picture of the labor market situation in the country, even if this cannot be substantiated by up-to-date statistical data. The detailed results from the 1999 census will not become available until 2000.

## I. The Macroeconomy

### A. Trends in Economic Growth

219. 313. The progress of the Vanuatu economy in recent years has been very uneven. Since 1983, rates of economic growth have averaged around 3 percent, with considerable fluctuations from year to year. Growth was somewhat higher in the 1980s, averaging 3.2 percent, than it has been in the 1990s, averaging around 2.9 percent. The most successful years were 1991 to 1993, when growth averaged around 4.5 percent; but this success gave way to the prolonged civil servants' strike in 1993, the effects of which are still being felt.
220. 314. Rates of economic growth have barely exceeded the country's relatively high rate of population growth, so overall average living standards for ni-Vanuatu have not risen over this period. However, within this overall average are wide divergences for different groups in the population.
221. 315. The Supplement to the 1998 Budget states that for the latest year recorded, 1997, the economy experienced only moderate growth in gross domestic product, 3.5 percent, although in fact this was above the average recorded over previous years. Agricultural export performance was good, and exports of copra, beef, and timber all rose steeply. Tourism showed good growth during the year. Average consumer prices rose 2.8 percent over those for the previous year. The external trade balance improved as a result of the strong performance of agricultural exports and slow growth in imports.
222. 316. In 1998 the Government was predicting economic growth in real terms of 1 percent for 1998, 3 percent for 1999, and 4 percent per year for 2000 and thereafter. The latter figures have to be seen as ambitious forecasts but they are not impossible: the 1998 budget points to a number of positive factors that could work in favor of the Vanuatu economy. The Government is placing high hopes on a resumption of growth in tourism after the downturn during the first quarter of 1998. Tourism is already the largest foreign exchange earner. Additionally, the industrial sector should benefit from the construction of the new power station in Port Vila, and there should be a better climate for increased foreign investment. The trade and current account balances are expected to worsen during 1998 and 1999 but to improve in 2000.

### 223. B. Structure of the Economy

224. 317. Table 1 gives the breakdown of GDP by kind of economic activity in constant prices over the years 1983–97. Such statistics should be regarded as the best estimates that are available, rather than as precise indicators. Table 1 shows the major role of the services sector in the Vanuatu national economy, with 63.2 percent of total GDP in 1997; within services, the largest component related to wholesale and retail trade, with 30 percent. Even though agriculture dominates the lives of the great majority of the population, these official figures show that it accounts for only 23.8 percent of GDP, with subsistence agriculture reaching only 9.3 percent. However, it is widely believed that these figures significantly underestimate the agriculture sector. The industrial sector is relatively small, totaling only 13 percent; this includes a manufacturing figure of just 6.2 percent.

**Table 1: Gross Domestic Product by Kind of Economic Activity, 1983–97**

Activity	1983		1997		1983–97 % growth, constant prices
	VT m	% of total	VT m, constant (1983) prices	% of total	
Agriculture, forestry, and fishing	2,590	25.7	3,618	23.8	39.7
Copra	645	6.4	792	5.2	22.8
Cattle	232	2.3	621	4.1	167.7
Cocoa	90	0.9	123	0.8	36.7
Coffee	5	0	2	0.0	-60.0
Other commercial agriculture	598	5.9	130	0.9	-78.3
Subsistence agriculture	975	9.7	1,410	9.3	44.6
Forestry and logging	45	0.5	540	3.6	1,100.0
Industry	772	7.6	1,971	13.0	155.3
Manufacturing	311	3.1	943	6.2	203.2
Electricity	158	1.6	235	1.5	48.7
Construction	303	3	794	5.2	162.0
Services	6,729	66.7	9,601	63.2	42.7
Wholesale and retail trade	3,082	30.5	4,553	30.0	47.7
Hotels and restaurants	544	5.4	650	4.3	19.5
Transport, storage, communication	757	7.5	995	6.6	31.4
Finance and insurance	819	8.1	1,031	6.8	25.9
Real estate and other services	599	5.9	886	5.8	47.9
Government services	1,393	13.8	1,786	11.8	28.2
Less: imputed banking charges	465	4.6	300	0.7	-35.5
Gross domestic product	10,091	100.0	15,189	100.0	50.5
Annual growth, %			3		

Source: Statistics Office and Reserve Bank of Vanuatu, Quarterly Economic Review



225. 318. The table also shows relatively clear trends over this period (although these have been uneven from year to year), with overall economic growth of 50.5 percent in real terms. The large services sector grew significantly, by 42.7 percent, although rather less than the economy as a whole. The industry sector, which is small, grew much more rapidly over this period, by 155.3 percent: the manufacturing sector more than trebled in size and construction more than doubled. These figures may be significant indicators for future development. However, to repeat, all such figures must be treated with considerable caution.
226. 319. Agriculture grew by only 39.7 percent over these years, that is, more slowly than the economy as a whole. However, cattle output more than doubled; and from these official figures, output from the fledgling forestry and logging sector apparently multiplied by a factor of more than 10, to record by far the largest percentage growth shown in the table, 1,100 percent. However, in the words of a recent report, "The figures for forestry and other commercial agriculture are not credible; there has not been an increase in the forestry sector of the magnitude displayed, and nor has there been a reduction in commercial agriculture."<sup>29</sup>
227. 320. Overall, Table 1 shows a movement over time away from dependence on agriculture, forestry, and fishing, but at rather a slow rate. So it will take some years for the effects of this trend (if continued) to be felt to a significant degree:  
"Given that 80% of the population live in the rural areas in the mixed cash/subsistence sector and in a traditional environment with strong communal and cultural obligations, economic change is unlikely to be rapid. The general level of education is low, skills are in short supply, and entrepreneurship is underdeveloped in a society where modern business practices are alien. Change in business structure reflecting the incorporation of modern technology will be slow."<sup>30</sup>
228. 321. Table 2 gives the composition of GDP, year by year, from 1983 to 1998. The figures at the foot of this table show that GDP per head in constant prices has moved rather little over this period, with the figure for 1998 being just less than that for 1985.

---

<sup>29</sup> Asian Development Bank 1997

<sup>30</sup> Ibid.



**Table 2: Gross Domestic Product, 1983–98, at 1983 prices, in Million Vatu**

Sector	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
																Forecast
Agriculture, Fishing, Forestry	2,590	2,779	2,722	2,486	2,358	2,195	2,317	2,904	2,815	2,694	2,988	3,045	3,196	3,415	3,618	3,726
Copra	645	844	703	727	651	598	476	850	545	530	544	524	583	753	792	847
Cattle	232	227	241	248	276	286	298	305	329	369	518	552	561	581	621	598
Cocoa	90	54	67	103	94	61	123	145	144	92	143	82	110	64	123	126
Coffee	5	3	7	8	7	2	3	2	4	1	1	1	2	2	2	2
Other Commercial Agriculture	598	515	543	257	88	121	119	116	134	139	143	141	127	138	130	138
Subsistence Agriculture	975	1,006	1,044	1,065	1,096	1,047	1,105	1,129	1,159	1,186	1,214	1,266	1,304	1,353	1,410	1,459
Forestry and Logging	45	129	118	78	147	80	192	356	499	377	424	477	510	525	540	556
Industry	772	903	940	1,025	1,282	1,473	1,625	1,757	1,902	1,742	1,763	1,793	1,905	1,951	1,971	2,012
Manufacturing	311	419	466	467	588	684	774	871	1,002	930	864	899	926	936	943	907
Electricity	158	191	192	190	180	191	214	235	229	199	204	205	222	226	235	228
Construction	303	293	282	368	514	598	638	651	671	613	696	689	757	788	794	877
Services	6,729	6,501	7,255	7,179	7,125	7,229	7,368	7,937	8,426	8,612	8,878	8,966	9,222	9,453	9,601	9,605
Wholesale and Retail Trade	3,082	2,779	3,269	3,014	3,090	3,032	3,011	3,638	4,061	4,182	4,180	4,198	4,256	4,357	4,553	4,580
Hotels and Restaurants	544	566	484	364	362	428	471	498	546	590	612	574	593	611	650	658
Transport, Storage and Comm.	757	808	770	741	735	776	847	857	890	907	951	953	966	980	995	1,007
Finance and Insurance	819	772	967	1,285	757	1,064	1,062	1,119	1,089	1,041	1,010	1,035	1,040	1,023	1,031	1,037
Real Estate and Other Services	599	444	685	708	727	705	784	788	792	757	805	834	867	875	886	887
Government Services	1,393	1,542	1,629	1,721	1,614	1,564	1,390	1,290	1,380	1,440	1,652	1,675	1,792	1,907	1,786	1,735
Less: Imputed Banking Charges	465	410	548	654	160	340	198	254	331	305	331	302	294	300	300	300
Gross Domestic Product																
at Producers' Prices	10,091	10,183	10,917	10,689	10,765	10,897	11,310	12,598	13,143	13,048	13,629	13,804	14,323	14,819	15,189	15,342
GDP % growth		0.91%	7.22%	-2.09%	0.71%	1.22%	3.79%	11.38%	4.33%	-0.72%	4.45%	1.28%	3.76%	3.46%	2.50%	1.01%
Population	123,500	126,900	129,100	132,500	136,000	139,500	143,500	147,300	151,500	155,600	159,800	164,200	168,400	172,900	177,400	182,000
Population % growth		2.75%	1.73%	2.63%	2.64%	2.57%	2.87%	2.65%	2.85%	2.71%	2.70%	2.75%	2.56%	2.67%	2.60%	2.59%
GDP per person, in 1983 Vatu	81,709	80,241	84,565	80,672	79,157	78,115	78,815	85,523	86,751	83,856	85,288	84,068	85,051	85,706	85,620	84,297
CPI, 1997/1983:	2.063487 So, prices this much higher in 1995 than in 1983.															
1997 Vatu	168,604	165,577	174,500	166,465	163,340	161,189	162,634	176,475	179,010	173,036	175,990	173,474	175,502	176,854	176,676	173,945

*Source:* National Planning Office: 1983-89, Statistical Indicators; 1990-95: National Statistics Office, unpublished tables.



## II. The Labor Market

### A. Labor Market Structure

229. 322. **Census Figures.** The latest available comprehensive data relating to the labor market derive from the 1989 national census and are summarized in Tables 3, 4, and 5. Taken together, these tables show the contrast between the labor breakdown and the composition of GDP given in Tables 1 and 2. Whereas the agriculture, hunting, forestry, and fishing category comprises only 23.8 percent of GDP, these figures show that in labor market terms it accounts for 74 percent of economically active people by industrial category and 68 percent in the skilled agricultural and fishery workers employment category (and these employment figures are widely believed to be significant underestimates).
230. 323. In addition, many other people whose work relates directly or indirectly to agriculture are included under other categories—for example, under wholesale and retail in Table 3 and under elementary occupations in Table 4. A conventional estimate is that at least 80 percent of the active population has work in or related to agriculture. There is thus a gross imbalance between the employment sectors and contribution to GDP, primarily because the agricultural sector has low productivity, with much of it at subsistence level.
231. 324. Table 3 (number of workers by industry) shows that, after agriculture, the sector ranking next highest is community, social, and personal services, with 12 percent. No other category reaches double figures. Numbers of females exceed males in agriculture, but in all other sectors their numbers are much smaller than for males, suggesting that it is much more difficult for females to enter paid employment in the modern economy. Expatriates have their strongest concentration, in proportionate terms, in the financing, insurance, real estate, and business category (reflecting the offshore-finance business), but they are also working in other sectors of the modern economy.
232. 325. Table 4 (number of workers by occupation) tells a similar story: the predominance of agriculture, females concentrated mainly in agricultural work, and expatriates (“other”) mainly classified under the legislators, senior officials, and managers category.
233. 326. Table 5 shows that over the 10-year period from 1979 to 1989, for those occupation sectors that could be included, employment rose by 22 percent. The slowest rate of increase was in the agriculture and related category (up only 18 percent). The highest rate of increase was in professional, administrative, and managerial (up 53.3 percent), followed by transport, production, and laborers (39.7 percent).<sup>31</sup>

---

<sup>31</sup> The total number of workers that the Statistics Office could include in this comparison over time, 62,376, was rather less than the total of all workers, 65,365, included in Tables 3 and 4.



**Table 3: Economically Active Residents by Ethnicity, Sex, and Industry, 1989**

Industry	Ni-Vanuatu			Other			Total			%	Ni-Vanuatu % of Total
	Male	Female	Total	Male	Female	Total	Male	Female	Total		
Agriculture, hunting, forestry, and fishing	24,737	24,813	49,550	122	138	260	24,859	24,951	49,810	74	99
Mining and quarrying	1	-	1	-	-	-	1	-	1	0	100
Manufacturing	652	157	809	59	24	83	711	181	892	1	91
Electricity, gas, and water	92	8	100	9	-	9	101	8	109	0	92
Construction	1,170	20	1,190	108	4	112	1,278	24	1,302	2	91
Wholesale & retail, restaurants, and hotels	1,576	835	2,411	199	103	302	1,775	938	2,713	4	89
Transport, storage, and communications	892	86	978	37	16	53	929	102	1,031	2	95
Financing, insurance, real estate, business	265	231	496	104	46	150	369	277	646	1	77
Community, social, and personal services	4,466	2,892	7,358	361	173	534	4,827	3,065	7,892	12	93
Not stated	1,060	1,412	2,472	43	46	89	1,103	1,458	2,561	4	97
Total	34,911	30,454	65,365	1,042	550	1,592	35,953	31,004	66,957	100	98

Source: Vanuatu National Population Census, May 1989, Main Report, Statistics Office

**Table 4: Economically Active Residents by Ethnicity, Sex and Occupation, 1989**

Occupation	Ni-Vanuatu			Other			Total			%	Ni-Vanuatu % of Total
	Male	Female	Total	Male	Female	Total	Male	Female	Total		
Legislators, senior officials, and managers	697	60	757	428	111	539	1,125	171	1,296	2	58.4
Professionals	1,155	992	2,147	220	123	343	1,375	1,115	2,490	4	86.2
Technicians and associate professionals	955	172	1,127	100	32	132	1,055	204	1,259	2	89.5
Clerks	644	817	1,461	17	52	69	661	869	1,530	2	95.5
Service, shop, and market sales workers	1,493	671	2,164	43	43	86	1,536	714	2,250	3	96.2
Skilled agricultural and fishery workers	21,867	23,520	45,387	50	127	177	21,917	23,647	45,564	68	99.6
Craft and related workers	3,269	586	3,855	133	14	147	3,402	600	4,002	6	96.3
Plant & machine operators and assemblers	1,166	45	1,211	14	-	14	1,180	45	1,225	2	98.9
Elementary occupations	1,204	1,532	2,736	13	11	24	1,217	1,543	2,760	4	99.1
Occupations not stated	2,461	2,059	4,520	24	37	61	2,485	2,096	4,581	7	98.7
Total	34,911	30,454	65,365	1,042	550	1,592	35,953	31,004	66,957	100	97.6

Source: Vanuatu National Population Census, May 1989, Main Report, Statistics Office



<b>Occupation Group</b>	<b>1979</b>	<b>1989</b>	<b>Increase No.</b>	<b>%</b>
Prof. Admin & Managerial	2,721	4,171	1,450	53.3
Clerical, Sales & Service	4,807	5,822	1,015	21.1
Agriculture & Related	39,145	46,187	7,042	18
Trans., Production & Laborers	4,436	6,196	1,760	39.7
<b>Total</b>	<b>51,109</b>	<b>62,376</b>	<b>11,267</b>	<b>22</b>

**Source:** Vanuatu National Population Census, May 1989, Main Report, Statistics Office

234. 327. **Survey Figures.** More recent data relating to the labor market are scarce. However, an interesting if smaller-scale study of employment carried out for the National Planning Office in 1995 provides a number of useful insights into more recent labor market trends. This study covered employers, both public sector and private sector, but did not extend to the non-monetary sector, including the large subsistence agriculture employment, nor to small enterprises without wage-earning employees. Only employers were surveyed, not employees. Responses were received from 189 employers, covering 6,859 employees. The main trends to emerge from this survey are summarized in Table 6, which gives comparisons with previous similar surveys carried out in 1973 and 1982. Unfortunately, the 1982 survey did not include employment in the public sector, and a figure for this has been estimated pro-rata (see the footnote to the table).
235. 328. In Table 6, the survey figures relating to agriculture have to be treated with caution, since they do not include most employment in that sector. Overall, in the 1982–95 period, total private sector employment covered by this survey rose by 73.3 percent, public sector employment rose by 49 percent, and total employment surveyed rose by 44.3 percent, all ahead of the estimated population growth of 33.5 percent for the same period.

**Table 6: Trends in Employment by Sector, Based on Survey of Employers, 1995**

Sector	Employees			Increase 1982-95, %	% 1995
	1973	1982	1995		
Agriculture, forestry, fishing, mines	366	282	1,428	406.4	8.0
Industry, water, electricity	370	728	1,594	119.0	9.0
Construction	1,717	459	1,654	260.3	9.3
Commerce	1,422	1,508	1,950	29.3	11.0
Hotels, restaurants, bars, leisure	339	784	1,641	109.3	9.2
Transport, communications	692	626	1,021	63.1	5.7
Banking, insurance, real estate	344	474	613	29.3	3.4
Private services (excl. domestics)	158	1,324	818	-	4.6
Total private sector (excl. domestics)	5,408	6,185	10,719	73.3	60.2
Public sector and education	3,140	4,753	7,084	49.0	39.8
Total	8,548	12,334	17,803	44.3	100.0
Population growth (estimated)	95,000	123,661	165,060	33.5	

Source: Adapted from Ascot Holdings Ltd. (1995), Enquete Nationale sur l'Emploi, National Planning Office

Note: The 1982 figures for Public Sector and Education, Total, and Population Growth were not shown in the original: they are estimates interpolated from the 1973 and 1995 figures, pro-rata.

236. 329. Of particular interest is the high rate of increase for the industry category, with employment more than doubling over the 1982–95 period. Over the same period the increase for construction is very high, but this does no more than take employment in that sector back to near its level for 1973. Employment growth also exceeded estimated population growth in each of the following categories: hotels, restaurants, bars, and leisure; transport and communications; banking, insurance, and real estate; and private services. Of the employment covered by the survey, 76.8 percent was in Port Vila, 14.5 percent in Luganville, and 8.7 percent in the remainder of the country. Those percentages show how very uneven geographically is employment in the modern economy in Vanuatu. There is very little, if any, on individual islands other than Efate and Espiritu Santo.

237. 330. At the time of the survey, 1995, employers said that they had generally found the two previous years difficult, but overall they were optimistic that the following two years would give easier conditions for their economic activities. A major focus of this survey was training. Over 64 percent of the responding employers make arrangements for their employees to receive some form of training, whether internally (30.7 percent), externally (9.5 percent), or both (24.3 percent). Leaving aside the question of cost, the great majority of employers wish more training to be available, especially under the following headings:<sup>32</sup>

- Basic and practical training: secretarial, bookkeeping, languages, oral and written expression, and office organization;
- Practical training relating to building maintenance, car servicing, and artisan skills (painting, plumbing, carpentry, electricians, mechanics);

<sup>32</sup> Ascot Holdings Ltd. 1995

- Skills required in rural areas: maintenance of water supply, woodcutting, and rural technical skills;
- Training in elementary use of computers, for word-processing and accounts;
- Training for hotels and restaurants;
- Training in graphic arts, including work with computers;
- Scholarships for advanced-level training, such as for air pilots, airport technicians, accounting specialists, and lawyers.

C. Labor Market Needs and Problems

238. 331. The present labor market situation is very unsatisfactory, especially with regard to the position of young people leaving school and seeking work.<sup>33</sup> Annually some 3,500 young people leave school and seek to enter the labor market each year, with some 70 percent of the Anglophone students and some 50 percent of the Francophone students having no more than primary schooling.<sup>34</sup> This total of 3,500 school leavers far exceeds the number of new paid jobs available in the labor market each year, estimated at some 500.
239. 332. In search of paid jobs, young people drift into the urban areas and especially into the capital, Port Vila, where there is evidence of increasing concentration of population but of too few jobs to satisfy young people seeking them. Consequently, youth unemployment is now one of the country's major problems, which could have potentially serious consequences over the next few years. Employers in Port Vila feel that a major aspect of this problem is that many of these school leavers are so young, around ages 12 to 13, that it is unrealistic to expect any employer to want to employ them; indeed, it would be illegal to do so. Employment prospects are particularly difficult for Francophone students, as the modern sector of the economy has become increasingly dominated by English-language needs.
240. 333. At the same time, many employers say that when they do have vacant posts available, young applicants lack the basic education levels and skills required, so the employers have difficulties in recruiting suitable new staff. Thus, alongside the serious and worsening situation with regard to youth unemployment, there is a shortage of ni-Vanuatu with good educational qualifications and middle levels of education and skills at the so-called blue-collar level. Available statistics, such as those above, suggest that over time new jobs are being created in the modern economy at above the rate of population growth. But available jobs are increasingly taken up by young people educated to the senior secondary level—who are the ones best placed to get jobs—or to the junior secondary level.
241. 334. Thus, for those who leave school at the end of Grade 6, the chances of securing paid employment are almost zero, and the great majority of them have no alternative but to return to their villages, where most will be employed in helping their families with basic agricultural work. A small but growing proportion now enter the Rural Training Centers, which may become increasingly important for future employment prospects.
242. 335. Data relating to employment prospects for those with post-secondary education are mixed. A tracer study found that such graduates had little difficulty in securing employment.<sup>35</sup> However, graduates from INTV and other post-secondary institutions now reportedly have significantly greater problems in obtaining jobs than previously, except in the catering and hospitality area, where it seems that relatively more jobs are available for well-qualified candidates.
243. 336. If boys face such difficulties, this is even more true for girls. There is considerable evidence that, for cultural reasons, it is much more difficult for young girls to seek paid jobs than for young boys. For example, girls' families are reluctant to permit them to drift into the urban areas in search of work. At least some boys, sooner or later, will get jobs relating to physical or manual work, but there are few if

---

<sup>33</sup> The data indicated above are the best that could be located but are admittedly incomplete and not up-to-date. They were supplemented by interviews with major participants in the labor market in the country.

<sup>34</sup> Ministry of Finance and Economic Management 1998

<sup>35</sup> Narsey 1993

any equivalent opportunities for girls. If girls are to get paid work in the modern economy in Vanuatu, they increasingly need good language skills in both English and French (though rather few young people are confident in both these languages), as well as other skills—for example, in computing, for which they have had little or no training.

244. 337. It seems clear that if young people are to have improved opportunities of paid employment, they need to remain longer in school or training institutions; to acquire higher-level employment-related education and skills than they are able to do at present; and to emerge into the labor market only when they are at an age (for example, 16 or 17) at which an employer may wish to consider hiring them.

245. 338. Previous reports have commented on labor costs in Vanuatu, which are high and which restrict the production of labor-intensive commodities produced in economies at a stage of development similar to Vanuatu's. The main effect of high costs is to further restrict employment opportunities. Major potential lies in the agricultural sector for employment generation. Tourism and construction are likely to remain growth sectors in the economy; in these sectors, skills are in short supply and benefits will be derived from continued vocational training. Localization—that is, the replacement of expatriate staff by indigenous ni-Vanuatu—has led to problems in the past and should proceed carefully. As the Asian Development Bank noted, “The cost of labor in Vanuatu is high. This has arisen from a variety of factors: the high subsistence wage, shortage of skilled labor, large reliance on expatriate labor, and a tax system which relies on trade taxes on consumption as the main source of revenue. Policies to improve labor productivity will be medium to longer term, and include:

- sustained education expenditures to raise the overall level of skills and manpower;
- short-term vocational training to upgrade and improve skills;
- cautious implementation of localization that efficiently replaces high cost expatriate labor. The recent rapid pace of localization has been counter productive and resulted in loss of efficiency;
- tax reform to broaden the tax base, and reduce reliance on high rates of import duties on basic consumption items.”<sup>36</sup>

---

<sup>36</sup> Asian Development Bank 1997

### III. Employment Prospects

246. 339. Vanuatu continues to have relatively high rates of population growth, even though these have fallen somewhat over time, and may now be falling further. The high annual population growth rate of 3.4 percent recorded at the 1979 census for the 1967–79 period decreased to 2.4 percent for the years 1979–89. At the current growth rate, the present population of about 175,000 is estimated to reach around 239,000 by 2010. It is estimated that the continued drift of population into the two main urban centers has resulted in annual growth rates approaching 6 percent for Port Vila and 3 percent for Luganville.

247. 340. Reliable estimates of future job opportunities are hard to find. One study suggested the following figures for employment and self-employment:<sup>37</sup>

Year	Working Age (14-60 years)	Economically Active	Wage Employment	Self-Employment
1990/91	78,000	54,000	10,000	44,000
2011	148,000	105,000	19,500	85,500

These figures indicate that whereas the increase in the economically active population will have been of the order of 51,000 by 2011, the growth in wage employment will have been very slow, creating only 9,500 additional jobs. The remaining 41,500 economically active people will have to seek various possibilities for self-employment.

248. 341. Another report indicated that if reforms on the lines of the Comprehensive Reform Program (CRP) are introduced and proceed, by the year 2005 job creation in certain economic sectors will greatly increase. Notable among such sector categories are “other commercial agriculture”; construction; and hotels and restaurants. Each of them should, according to that scenario, see annual growth rates of at least 7.5 percent by 2000 and 10 percent by 2005. Other economic sectors that would have growth rates at or close to 6 percent per year by 2005 include forestry and logging; electricity; wholesale and retail trade; transport and communication; and real estate.<sup>38</sup> Programs of skills training appropriate to all these sectors would have to become a priority.

249. 342. The Comprehensive Reform Program attached much importance to improved labor market opportunities, especially for indigenous ni-Vanuatu. The CRP saw that it was important that an improved business environment did not benefit only the existing commercial community, which was dominated by non-indigenous interests. The most important thing was to bring more indigenous ni-Vanuatu successfully into the world of business. Initially, this would mean promoting small and rural business development. It would also mean encouraging larger businesses,

<sup>37</sup> Cole 1996

<sup>38</sup> Asian Development Bank 1997

both foreign and local, to create employment and training opportunities, which would lead to indigenous business development in the longer term.

250. 343. The obstacles to indigenous business development should not be underestimated: most ni-Vanuatu live in rural areas, where businesses are faced with logistical problems, high costs, and rudimentary infrastructure. There are also cultural obstacles: society's values have evolved to support a communal-based way of life, and entrepreneurial undertakings are often discouraged. Specific encouragement needs to be given to women, both for reasons of equity and because women have been found to be generally more successful in small business than men.<sup>39</sup>

“Education and Training:

There are three distinct issues under this heading:

First, for a productive labor force the general level of education must be raised. The lack of an educated, literate, numerate labor force is one of the greatest obstacles to business development.

Second, many more people must have technical skills which are of economic value, ranging from farming to refrigeration to computer science.

Third, if ni-Vanuatu business development is to take place there must be more training in specific business skills: management, accountancy, marketing.”<sup>40</sup>

251. 344. The above references make clear the close linkages between education reform, training, and the labor market. A much improved labor market situation is essential for future economic growth and prosperity in Vanuatu. Employers are unanimous in saying that they require young people leaving schools to have both higher levels of educational skills and more maturity if they are to improve their employment prospects.

252. 345. Accordingly, the reforms laid out in the Education Master Plan are relevant to the needs of the labor market. As a result of the Master Plan's aims of achieving universal basic education of 8 years and significantly improving the quality of education, young people should emerge from the education system older, and therefore more mature, and with better educational skills. They should thus be better equipped to secure meaningful employment. This process will not be easy and it will not happen quickly: it represents a medium- to long-term vision. But it does represent the most hopeful employment scenario that can be envisaged for the young people of Vanuatu.

---

<sup>39</sup> Comprehensive Reform Program 1997

<sup>40</sup> Ibid.

### References

- Ascot Holdings Ltd. (1995). *Enquete Nationale sue l'Emploi*. Port Vila: National Planning Office.
- Asian Development Bank (ADB) (1997). *Vanuatu: Economic Performance, Policy and Reform Issues*. Manila: Asian Development Bank.
- Cole, R.V. (1996). "Opportunities for Non-Formal Training in Melanesia," in *Pacific 2010*. Pacific Policy Paper No. 18, National Center for Development Studies. Canberra: Australian National University.
- Comprehensive Reform Program Coordination Office (1997). *The Comprehensive Reform Programme*. Port Villa: Government of Vanuatu.
- Ministry of Finance and Economic Management (1998). *Supplement to the 1998 Budget*. Port Vila: Government of Vanuatu.
- Narsey, W. (1993). *Report of a Tracer Study: Vanuatu's Post-Secondary Graduates of 1985 and 1988*
- Reserve Bank of Vanuatu. *Quarterly Economic Review*. Port Vila



**Annex 7****THE TEACHING PROFESSION IN VANUATU****Contents**

- I. Pre-service Training: Vanuatu Teachers College
- II. Teacher Training and Master Plan Reforms
- III. In-service Training
- IV. The Teaching Force and Profession
- V. Teacher Demand and Supply, 2000–2010

**I. Pre-service Training: Vanuatu Teachers College****A. Background**

253. 346. Anglophone primary teacher training in Vanuatu began in 1962 on the present site, Kawenu, Port Vila. At that time, education was church sponsored and was offered only at primary level. Students entering the course had only a primary education, and the course lasted for two years. An average of 30 students, 80 percent of whom were male, entered the course each year. Francophone primary training began in 1964 at a site on the Kumul Highway. An average of 10 students, 70 percent male, entered each year.
254. 347. In the late 1960s and early 1970s, the two programs developed and grew. The Anglophone program was extended in 1968 to a three-year course, of which the first year was intended as academic reinforcement without professional training. The first group with a secondary education entered the course in 1970, and from 1973 most students accepted had some secondary schooling. In that year professional training was added to the training course for each of the three years. About this time, the number of students in the Francophone program doubled, to an average of 20. The location of the training was shifted to the Ecole Colardeau, now the Ecole Francaise.
255. 348. In 1977 Anglophone teacher training was incorporated into Malapoa College's program, and students studied for a diploma in primary education concurrently with their O-level studies. In 1980, however, teacher training was again placed in a separate institution, the Teachers College, and in 1981 it admitted its first Francophone students. By this date, the college had roughly the same number of female as male students, and it has since maintained this balance.
256. 349. In 1983 the length of the course was reduced from three years to two, and the name of the College was changed to the Teacher Education Center of the Vanuatu Institute of Education. The Institute was intended to have overall responsibility for curriculum development as well pre-service and in-service teacher education for the country. In 1990, however, it became once again a separate institution, the Vanuatu Teachers College (VTC).
257. 350. Vanuatu teacher training soon moved into junior secondary education. Anglophone junior secondary teacher training was undertaken from 1991 to 1993 when 54 teachers were trained. Francophone junior secondary teacher training began

in 1989 at the Lycée Louis-Antoine de Bougainville. Since 1996 the program has been located at the Teachers College.

## B. VTC Programs

258. 351. Currently Vanuatu Teachers College offers two-year programs for French language and English language teachers at the primary level. From time to time, as in 1998, it offers a one-year program to qualify untrained primary teachers, who were hired in previous years when there was a scarcity of qualified teachers. As noted above, the College also offers a two-year program for Francophone junior secondary teachers and will offer a program for Anglophone teachers at the same level from 1999.

259. 352. **Curriculum.** The curricula for the Anglophone and Francophone primary teaching programs have recently been reviewed and codified. Although they have many similarities, the two programs have a number of differences in pedagogic approach and assessment methods. These differences are evidence of the continuing strength of the English and French language cultural and educational traditions, which continue to exert strong influence on the Vanuatu education system. This mixture of traditions may be seen as both a present constraint and a future strength.

260. 353. In principle, the content of all programs should conform to the national unified curriculum, and to a considerable extent this has happened. When it has not, the discrepancy has one of two causes. One cause is often that the College has not quickly taken up a changed curriculum originating in the Curriculum Development Center. A second cause is that the published summaries of what will be taught to VTC students have not clearly differentiated between extending students' general education in a subject discipline and the national curriculum.

261. 354. **French Language Primary Program.** The stated objectives of the VTC curriculum are to train teachers who know the contents of the national curricula and who are able to teach them effectively to students using appropriate psychological and pedagogic methods. To do this, the College requires students to take modular formal courses in the subjects and proportions shown in Table 1.

**Table 1: Percentage of Time Allocated to Subjects Taught at VTC: Francophone Primary Program**

Subject	Percentage of Time Allocated
Professional Studies	7
French	28
Mathematics	17
Social Science	10
Science	10
Art	14
Physical Education	14
<b>Total</b>	<b>100</b>

262. 355. The small proportion of time devoted to Professional Studies is complemented by four periods of teaching practice over the two-year course. These periods last five weeks each and redress the small allocation to Professional Studies. The only other variation from professional norms is the higher percentage of time

devoted to Art and Physical Education than to Social Science and Science. Finally, judged by the written curricular summaries only, the modules offered in French language seem to be much better prepared than those of other subjects.

263. 356. **English Language Primary Program.** The Anglophone program in its current format was reviewed in 1997. Assisted by an Australian consultant, the staff codified and summarized all subjects. The English language program covers the same subject areas as those of the French and has identical periods of teaching practice. The proportion of time allocated to each subject is shown in Table 2.

**Table 2: Percentage of Time Allocated to Subjects Taught at VTC: Anglophone Primary Program**

Subject	Percentage of Time Allocated
Professional Studies	15
English	25
Mathematics	20
Social Science	10
Science	10
Art	15
Physical Education	5
<b>Total</b>	<b>100</b>

264. 357. The allocations are substantially the same as for the French program. The time given to Professional Studies is increased, at the expense of a nominal decrease in the time allocated to Language and Mathematics, and a more substantial decrease in the time for Physical Education. Once again, on the evidence of the written curricular summaries, it appears that the work for language has been more thoroughly prepared than that for other subjects.
265. 358. **French Language Junior Secondary Program.** This program is for two years and prepares students in two streams to teach either mathematics and science, or language and social science. The program's objective is to graduate 10 students in each stream every year, and generally it has achieved this objective.
266. 359. **English Language Junior Secondary Program.** The English language junior secondary program provided teacher training for 54 students from 1991 to 1993. This was an Australia-funded component of the Primary and Secondary Education Project (PASEP). There were two intakes for a two-year course. The program trained 27 students in mathematics and science, 14 in English and social science, and 14 in French and social science. Apart from some few degree and diploma students trained at the University of Papua New Guinea at Goroka, this program has been the major recruitment source for English language junior secondary teachers in this decade.
267. 360. English language training is scheduled to be resumed in 1999, under the Vanuatu-Australia Secondary Teacher Education Project (VASTEP). This project is more elaborate and ambitious than PASEP. It envisages the training of junior secondary and senior secondary teachers, and the training of ni-Vanuatu counterparts. These counterparts should be able to sustain the training of junior secondary teachers upon the completion of the program five years from now. The project's most significant element is the requirement to train counterparts and to

make the training sustainable by ni-Vanuatu, using Government of Vanuatu funds, at the conclusion of the project.

268. 361. The major junior secondary training will be carried out at Kawenu. The senior secondary training will occur at the Port Vila campus of the University of the South Pacific (USP) and at the main USP campus in Suva, Fiji. The project is expected to produce 75 students trained to teach in junior secondary schools, and 36 in junior and senior secondary schools. Other Pacific regional institutions outside of Vanuatu will train specialist teachers for junior secondary schools, three each for agriculture, home economics, and industrial arts.

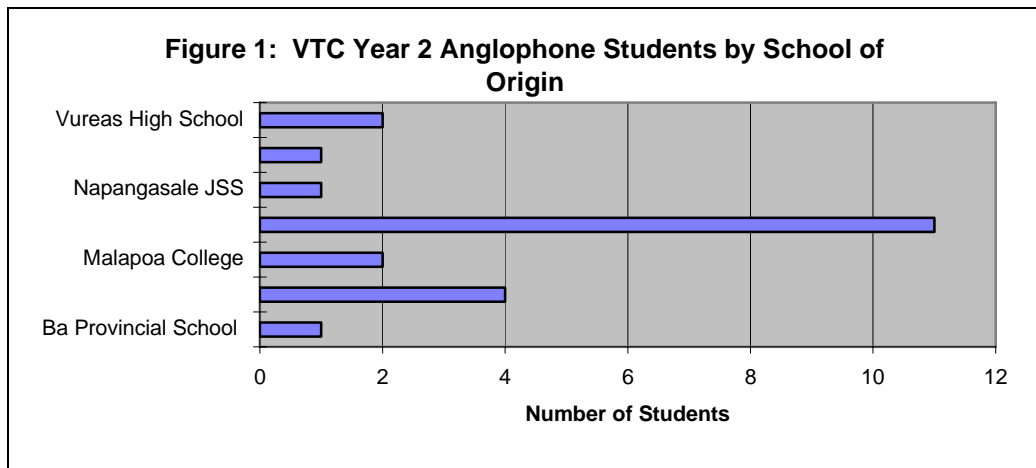
269. 362. **Academic Support for the Professional Programs.** While the College is adequately staffed to provide the programs it now offers, it lacks the support of academic resources to make the training it offers fully effective. This is clearly evident in the condition of the library.

270. 363. The College has not been provided with funds to purchase books for at least the past decade. The few additions to its collection been donations, particularly through the French Embassy and British High Commission. There is no catalogue of holdings. The storage area is full of miscellaneous and unorganized material. The collection, which consists of approximately 3,000 books in English and French, is out of date. Ten books chosen at random from the section dealing with the teaching of English ranged in date of publication from 1964 to 1987, books on the teaching of French ranged from 1965 to 1989, and basic psychology from 1953 to 1975. The median years were, respectively, 1979, 1978, and 1968. An equally obvious weakness is the complete absence of any professional magazines and, in 1998, of any computer-supported data resources or Internet access. The libraries of at least three of the country's senior secondary schools offer an exemplary model of what could be done. Since a well-supplied library is the heart of any academic institution of quality, this situation demonstrates very clearly the inadequacy of the College's funding, described later.

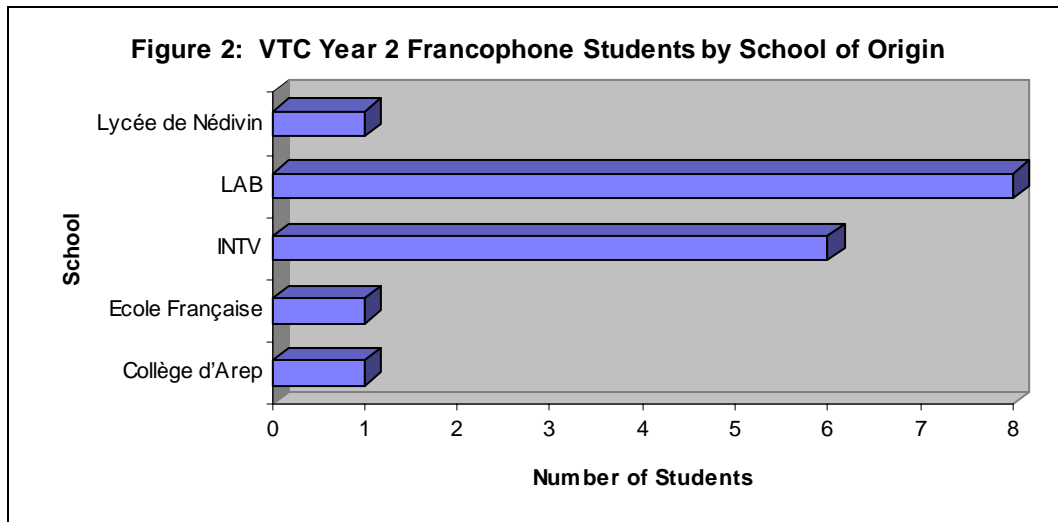
### C. VTC Students

271. 364. **Qualifications upon Entry.** The figures and tables that follow present a snapshot of the Vanuatu Teachers College in 1998. They demonstrate that students enrolling in the College are drawn from among the best that Vanuatu has to offer. The data profile the Year 2 students of the primary program because they are a representative sample, except in terms of gender balance. That issue is discussed later.

272. 365. The figures show that graduates of the country's major secondary schools are well represented among the intake for both the Anglophone and Francophone courses. Figure 1 shows that Matevulu College, one of the two leading English language senior secondary schools in the country, provides the largest group for the English language program.

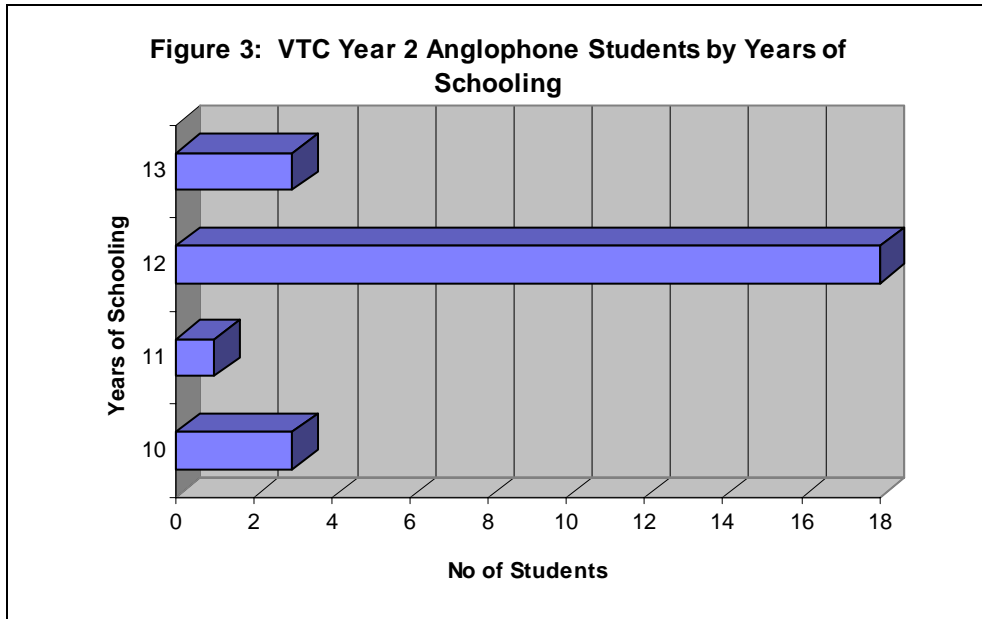


273. 366. Figure 2 shows that the Lycée Louis-Antoine de Bougainville, the country’s leading French language secondary school, provides the largest group for the French language program.



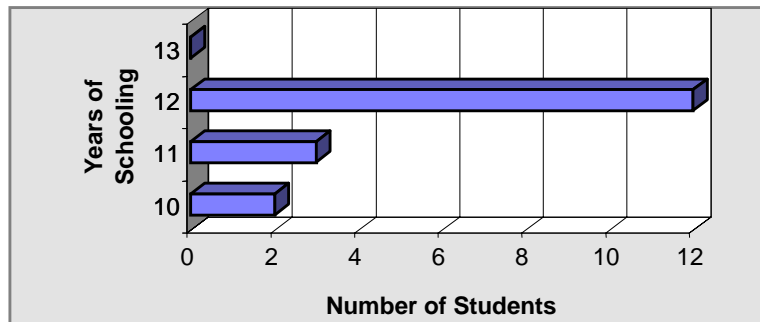
274.

275. 367. Figure 3 shows that most students in the English language program have completed 12 years of schooling before entering the College.



276. 368. Figure 4 shows that students in the French language program have an equivalent record to those in the English language program. Less than 5 percent of the student cohort in any year achieves the level of education that these entrants have

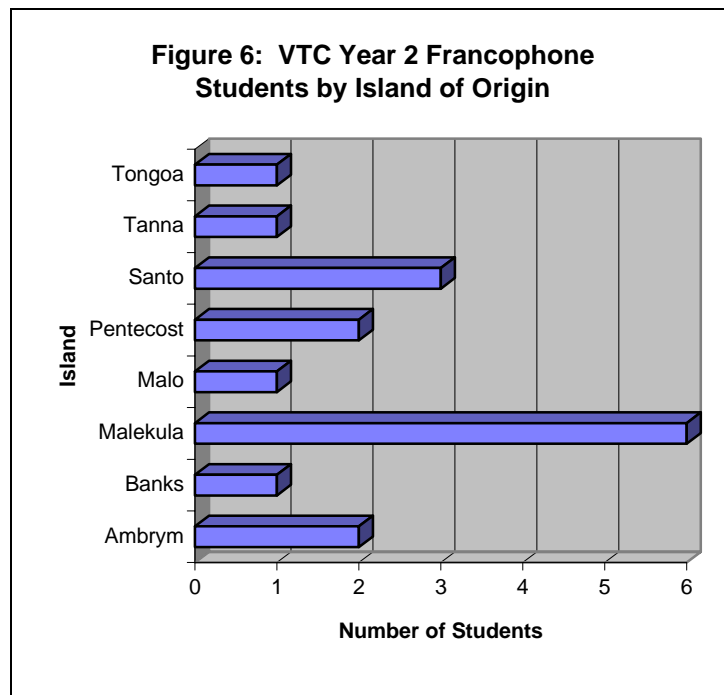
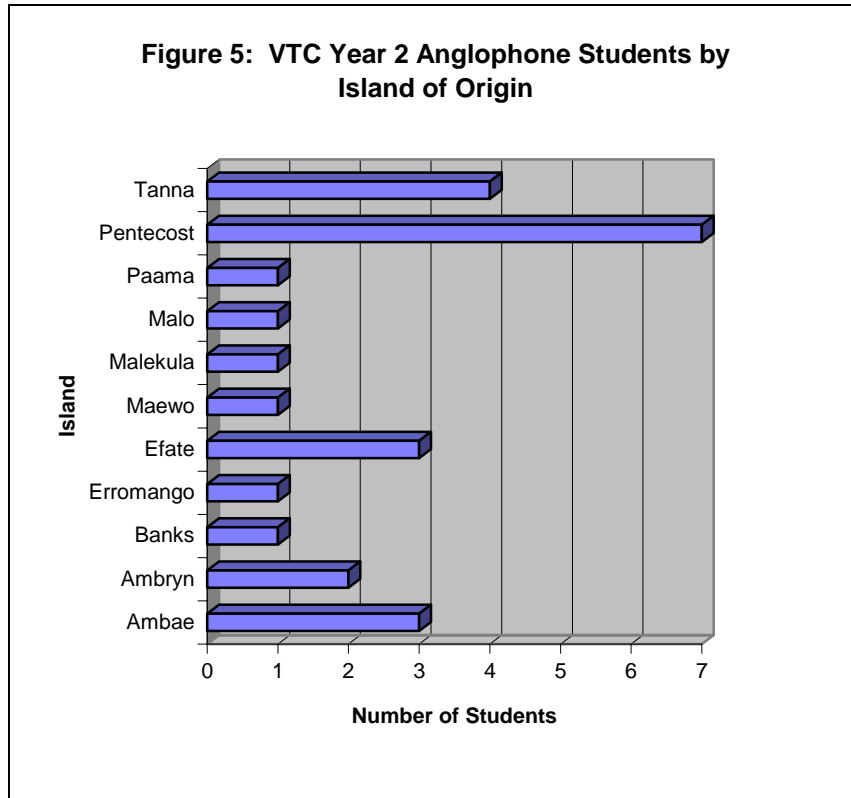
**Figure 4: VTC Year 2 Francophone Students by Years of Schooling**



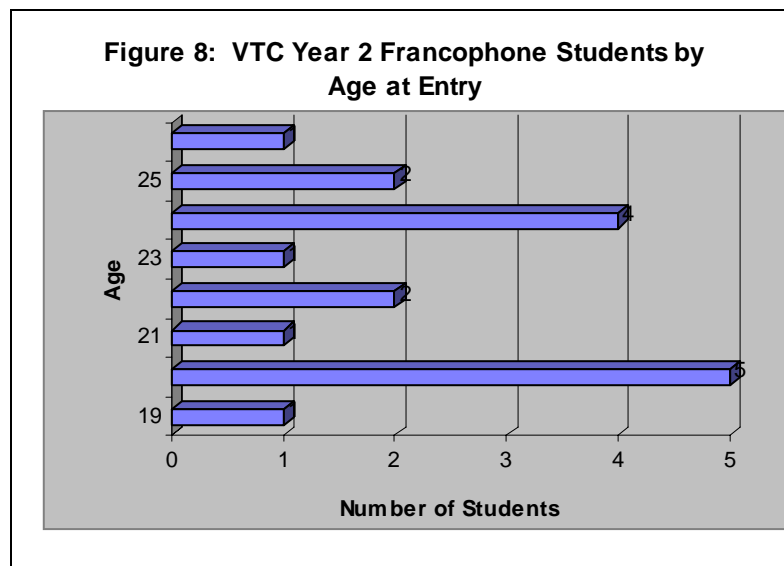
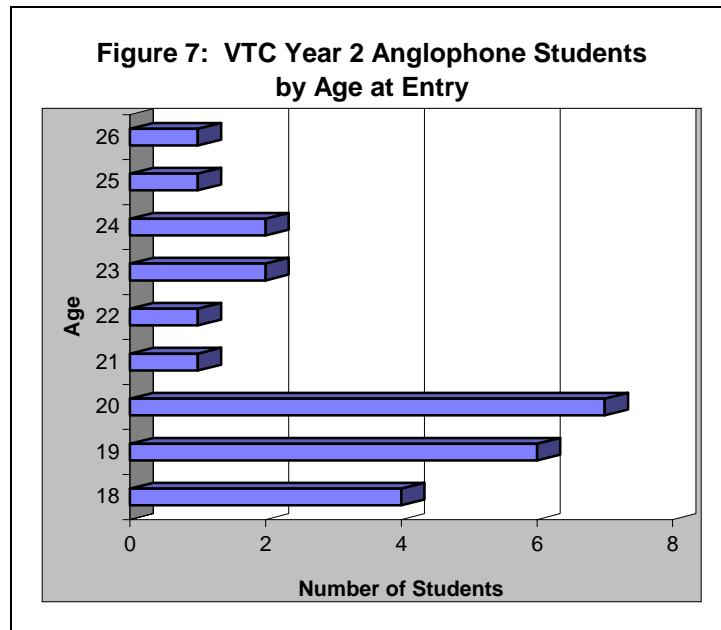
reached, so it is

277. clear that teaching remains an attractive career choice for ni-Vanuatu.

278. 369. One objective that VTC has achieved is providing entry to students from all of the country's major island groups. This equity of access is shown in Figures 5 and 6.



279. 370. Figures 7 and 8 show students' age upon entry. Children enter primary school at age six, and students accepted by the College have mostly completed 12 years of schooling. So one would expect their ages to be around 19 or 20. However, the range of ages for both Anglophone and Francophone students extends to 26, and those at that age are a substantial minority. This wide range reflects the difficulties that even the best students face in completing formal education within the normal time.



280. 371. **Gender Balance.** The major primary programs have achieved gender parity in enrollments. Of the 1998 Year 2 Anglophone students, 13 were male and 12 female. Of the Francophone students, 8 were male and 10 female. The same pattern is true for the Year 1 primary teaching students.

281. 372. But the one-year primary program and the Francophone junior secondary program have not achieved gender parity. In the junior secondary program, 21 percent of the students were female and 79 percent male, as shown in Table 3. These



percentages reflect the correspondingly small proportion of Francophone female students who complete senior secondary education to the level required for entry to the Teachers College.

**Table 3: VTC Francophone Junior Secondary Teaching Students, by Gender, 1998**

Course	Male	Female
<b>Year 1</b>		
Literary	5	2
Science	6	1
<b>Year Two</b>		
Literary	4	2
Science	7	1
<b>Total</b>	<b>22</b>	<b>6</b>

282. 373. Table 4 shows that 40 percent of the students who entered the primary one-year course in 1998 were female and 60 percent male. In this instance, the difference probably reflects the fact that these students are on average 10 years older than students in the mainstream primary program. It is evidence of the earlier pattern of access to employment.

**Table 4: Students Entering One-Year Course for Certification of Previously Temporary Primary Teachers, by Gender, 1998**

	Male	Female
Anglophone	15	10
Francophone	12	8
<b>Total</b>	<b>27</b>	<b>28</b>

#### **D. VTC Staff**

283. 374. Table 5 sets out the characteristics of the College's teaching staff. The primary education teaching staff are ni-Vanuatu. The secondary, with one exception, are French. As noted in the discussion of the College's budget, the French national staff are financed directly by the French Government. Perhaps more importantly, there is no counterpart program. If the French Government withdraws its support, the training of Francophone junior secondary teachers will cease.

**Table 5: Qualifications and Experience of VTC Staff**

No.	Male	Female	French	Ni-Vanuatu	Highest Qualification	No. Years of Post-Secondary Education	No. Years of Experience Teacher Training
<b>Primary Anglophone</b>							
1.	√			√	M.Ed. CA	5	13
2.		√		√	M.A. (TESOL)	7	13
3.	√			√	Teaching Certificate	3	4
4.	√			√	DIP. TESL	3	8
5.		√		√	B.A.	5	5
<b>Primary Francophone</b>							
1.	√			√	DFECN	4	8
2.		√		√	DFECN	4	4
3.	√			√	DFECN	3	4
4.		√		√	DFECN	3	13
<b>Secondary Francophone</b>							
1.		√		√	DAES	3	4
2.		√	√		Doctorat	10	2
3.	√		√		DUT	2	2
4.	√		√		Licence	3	1
5.		√	√		Licence	3	1
6.		√	√		DESI	4	2
7.	√		√		Maîtrise	7	6
8.	√		√		Ingénieur	5	3
9.		√	√		Licence	3	1
<b>Total/Average</b>							
<b>18</b>	<b>9</b>	<b>9</b>	<b>8</b>	<b>10</b>		<b>4.27</b>	<b>5.22</b>

**E. VTC Funding**

284. 375. Funding for the College comes from the annual government budget and fees charged to students. Table 6 shows revenue and expenditure for 1998.

**Table 6: Vanuatu Teachers College 1998 Budget**

	<b>Amount (VT)</b>	<b>Percentage of Total</b>
<b>Revenue</b>		
Grant Teacher Salaries	10,448,761	43.55
Grant Ancillary Staff Wages	3,901,000	16.26
Associate Teachers Allowance	2,624,000	10.93
Grant School Fees Supplementation	1,600,000	6.66
Fire-Destroyed Materials Replacement	1,000,000	4.16
Capital Grant	2,017,000	8.40
<i>Government Grant Total</i>	21,590,761	90.00
<i>Fees Charged Students</i>	2,400,000	10.00
<b>Revenue Total</b>	<b>23,990,761</b>	<b>100.00</b>
<b>Expenditure</b>		
<i>Personnel</i>		
Teaching Staff Salaries	10,448,761	43.55
Ancillary Staff Wages	3,901,000	16.26
Associate Teacher Allowances	2,624,000	10.94
<i>Other</i>	7,017,000	29.25
<b>Expenditure Total</b>	<b>23,990,761</b>	<b>100.00</b>

285. 376. The most striking feature of the budget is that it has no allocation of funds to particular categories of expenditure, such as the different academic programs; support for boarding students by way of food, fuel, or electricity; building maintenance and capital expenditure; or administrative support for such costs as photocopying and telephone. When the budget is tight, funds provided have gone to supply food for students, fuel, electricity, and little else. This situation is now even more difficult. As already noted, in 1998 the College offered, at the Government's instruction, one-year courses for training 25 Anglophone and 20 Francophone non-certificated teachers. In sum, there has been a 30 percent budget reduction and a 30 percent increase in the number of students.

286. 377. Present arrangements that may well be unsustainable now are clearly unsustainable in the long term. The Government's objective of providing increased access to grades 7 to 10 requires a greater supply of teachers trained at that level. For Francophone schools, this training is provided through the program already described. However, eight of the nine teachers in the program (the French nationals) are funded directly by France. The program, as already noted, will be unsustainable if French aid is withdrawn.

287. 378. A first priority should be to provide the tools needed to clarify the current situation.

288. 379. **Action 1:** *The Government will* introduce a professional quality budgetary and financial control system within Vanuatu Teachers College to establish needs and control expenditure.

289. 380. **Action 2:** *The Government will* formally review the level of financial provision for Vanuatu Teachers College to establish the resources necessary for the College to meet its assigned responsibilities, including library books and journals. Because of the importance of the College for the development of the Vanuatu

education system, the Government will fund these needs at the level required for the College's effective operation, based on the findings of the review.

#### **F. VTC Physical Plant**

290. 381. The condition of the physical plant is also evidence that the College has been chronically underfunded for many years. As noted earlier, the site was first developed for its present use 40 years ago. All of the buildings date from that time, with the exception of those built during the construction carried out in the last quarter of 1997 and the first quarter of 1998, described below. None of the old buildings have been regularly maintained. After inspecting the buildings, a consultant architect concluded that they cannot provide satisfactory teaching facilities, accommodation, or support space for the College's students, teachers, and staff.
291. 382. The recent construction became necessary because in May 1997 a fire destroyed the administration block, dining hall, and kitchen of the College. They were replaced by three buildings for the same purposes, built with aid funds supplied by France, New Zealand, and Australia. The generosity that made them possible and the speed with which the buildings were planned and constructed are admirable. The construction is of good quality and they will fulfill a useful function for many years. Unfortunately, they occupy the central position on the site, and have thus preempted any planned redevelopment of all of the College's facilities.
292. 383. This is regrettable because the general location and size of the site are appropriate for the training of the country's teachers for many years to come. It is adequate for an enrollment of 250 students, double the number normally enrolled, and therefore provides for foreseeable expansion. Without detailed analysis, this estimate of future capacity seems reasonable because the site is currently used to provide several functions not critical to its mission.
293. 384. The College also provides houses for teaching and support staff. Nearly all of these houses need replacement. However, these houses could be relocated if the College lacked sufficient space for an expanded academic program and more students. Such relocation would probably provide all the additional space necessary. The College site also houses a textbook storage building, which is part of the Curriculum Development Center, and the Examination Office. Both of these buildings could be relocated outside of the precinct of the College. Ideally, both would be placed adjacent to the Curriculum Development Center, which lies just outside the College boundary.
294. 385. **Action 3:** *The Government will prepare a site plan that will be the overall controlling document for subsequent development at the College, thus permitting coherent, phased construction. As a first step, the Government will commission an educational planner to develop a brief specifying the uses planned for the College site for the next 25 years. The planner will relate this to the proposals of the Education Master Plan, and specifically to the number of teachers required under the Master Plan. The educational planner who provides the brief will subsequently work with an architect to provide the site plan indicating the location, function, and style of the major buildings. The plan will incorporate the buildings constructed in 1997–98.*

295. 386. **Action 4:** *The Government will seek a donor to fund a complete physical renovation of the Vanuatu Teachers College campus. All existing buildings with the exception of those constructed in 1997–98 should be demolished and replaced. The new buildings should be of a size and character sufficient to provide for the expanded programs required by the reformed education system foreseen in the Master Plan. The Government of Japan may be asked to revive its support for this project; otherwise an alternative donor or donors will be sought.*

## II. Teacher Training and Master Plan Reforms

296. 387. Teacher training is a crucial issue in the change to basic education from the preparatory year to Grade 8, as proposed under this Master Plan. There are two main areas of training required as a consequence of this Plan: first, for new teachers for the community schools (Grades P–2) and second, for upgraded teachers for Grades 7–8 in the primary schools.

### A. Community School, Grades P–2

297. 388. **Selection of Teachers.** Teachers for the preparatory year and for Grade 1 and Grade 2 will be selected, to the extent possible, from mature adults within the community who have completed at least Grade 10. They may be trained former/retired teachers; current pre-school teachers; untrained kindergarten, Grade 1, or Grade 2 teachers or assistants; community or church leaders; or retired or retrenched employees of the Government or private sector. These teachers will be selected by the community and approved by the Provincial Education Officer (or by some other education official, as appropriate). Many will be adults who had completed their secondary education earlier. These people are from the village and speak and write the local vernacular language. They are known to the children, the parents, and the community. In most cases, they are respected, since they are among the few from the village who have completed Grade 10. Many Grade 10 graduates have been unable to continue to further education, have not found employment in the modern sector, and have returned to their villages, where they do not have alternative employment. They are happy to be offered a half-day job that pays them some cash income.
298. 389. **Training Program.** Transferring of pre-school children aged 5 from an independent system to the community school means a careful reappraisal of teacher training. The expertise of Pri-Skul Asosiesen Blong Vanuatu (PSABV) in teacher training, curriculum development, and materials production should be used. In fact, the training of teachers for the preschool year will be largely entrusted to PSABV with input from the Ministry of Education, Vanuatu Teachers College, and other NGOs. The training will be carried out in the provinces using a modular approach over two years as outlined below:

Year 1	Module 1 (4 weeks)	Module 2 (2 weeks)	Module 3 (2 weeks)
Year 2	Module 4 (4 weeks)	Module 5 (2 weeks)	Module 6 (2 weeks)

The trainers would be Provincial Education Advisers who would undergo a 6-week training course over a long vacation. Trainees will complete three modules before commencing teaching and complete the remaining three modules as an in-service program. There will be 20 weeks training in all. The most likely teacher training timeline is:

July 2000–Dec 2000	Designing and writing modules
Dec 2000–Feb 2001	Training of trainers
Feb 2001–Feb 2002	Teacher training
Feb 2002	New teachers start in schools (after completing 3 modules)
Before Feb 2003	Teachers complete the other 3 modules

299. 390. High-quality training is essential to offset possible criticism that community teachers are of an inferior standard to the present lower primary teachers and that children's education at this crucial stage of school will therefore be of lower quality than it is at present.

300. 391. **Action 5:** *The Government will establish criteria for the selection of community school teachers and rely heavily on the expertise of Pri-Skul Asosiesen Blong Vanuatu for the training of preparatory year teachers. The training for community school teachers will be carried out in the provinces using a modular approach over two years.*

#### **B. Primary School, Grades 3–8**

301. 392. **Selection of Teachers.** For primary Grades 7 and 8, the upgrading of Grade 5 or 6 primary teachers is preferred over the more difficult option of transferring some existing secondary school Grade 7 and 8 teachers to primary schools. Potential primary Grades 7 and 8 teachers will be:

- trained primary teachers (Grades 1–6), preferably teaching Grades 5 and 6 and able to undertake an upgrading in-service program in preparation to teach additional Grades 7 and 8 classes,
- trained secondary teachers (Grades 7–10) who could be transferred to teach in the primary school at Grades 7 and 8 level (however, this is unlikely because of salary problems),
- graduates of the secondary programs of the Vanuatu Secondary Teacher Education Project or Centre de Formation de l'Education de Base (who are more likely to be required for Grades 9–12 schools in the future), or
- future pre-service students who will undertake a course of training for Grades 3–8 rather than the present primary Grades 1–6 course (these graduates will not be available until later in the reform period).

302. 393. **Training Program.** The upgrading course for Grades 7 and 8 teachers initially will be a 6-week program conducted over a long vacation. The most likely starting date will be December 2000. The course will be prepared and delivered by lower secondary teachers with technical assistance and VTC help in planning. Teachers will be trained as either language/social science specialists or math/science specialists and be able to teach at both Grade 7 and Grade 8 levels. They will also be required to teach other subjects such as agriculture or community skills (the exact

subjects to be taught will be determined as part of the Grades 7 and 8 curriculum reform).

303. 394. **Action 6:** *The Government will establish an upgrading course for Grades 7 and 8 teachers, initially a 6-week program conducted over a long vacation. Lower secondary teachers will prepare and deliver the course with technical assistance and with help in planning from Vanuatu Teachers College.*

### III. In-service Training

#### A. Training for Teachers

304. 395. Because the pre-service education many primary and junior secondary teachers was insufficient, teachers have a continuing need for in-service training. An important component of this training is improving the standard of the teachers' general education. This need has been addressed through the provision of a wide range of short-term courses, many funded by donors. For example, New Zealand has demonstrated a consistent interest in this area, as have the World Bank and Government jointly, evidenced by the significant sums allocated to in-service training under PASEP.
305. 396. Most of this in-service training has been conventionally structured as short-term courses that bring students and teachers face-to-face. Because of Vanuatu's geography, this method results in high travel and accommodation costs, and has meant that money spent for these purposes could not be used for direct educational purposes. A more innovative approach is needed.
306. 397. Far more than it has done up to now, Vanuatu needs to capitalize on the opportunities for further education offered by electronic technology. For several years the Curriculum Development Center has had a schools broadcast unit, but it has not reached its full potential. As of 1998 there were only two 15-minute radio programs per week, one in French and one in English, about teaching and the curriculum. The effectiveness even of these programs is uncertain because radios are not officially supplied to schools.
307. 398. A further threat recently emerged to what little is now done. As part of the Comprehensive Reform Program, the Vanuatu Broadcasting and Television Corporation has been called upon to stay within its assigned budget and become self-sufficient. As a result, it has decided to curtail its time on air and to charge higher fees to organizations, such as the Ministry of Education, on whose behalf it broadcasts special interest programs. Either or both of these changes, however advisable economically, could mean the end of broadcasts for teachers.
308. 399. **Action 7:** *The Government will explore, extend, and develop the use of broadcast radio programming as a tool for in-service teacher education, and to allocate sufficient resources to make this possible.*
309. 400. The computer, with or without Internet access, and the videocassette recorder (VCR) now have a potential perhaps greater than that of radio. Many schools already use videocassette recorders because of the opportunities for entertainment it offers. High-quality, cost-effective, and ubiquitous educational videos covering a multitude of training purposes are available but have not yet reached Vanuatu. Computers using solar-generated electricity and a telephone system that already covers most villages can bring—and in some instances already are bringing—the Internet and the knowledge it offers to the country's schools.

310. 401. **Action 8:** *The Government will fund the exploration and development of VCR and computer technology as vehicles for in-service education.*
311. 402. There is also a need for precisely targeted in-service training. With the adoption of a P-1-8 basic education structure—the Education Master Plan’s central reform—Vanuatu will need specific and substantial retraining of teachers. Primary teachers formerly teaching up to Grade 6 will require retraining to teach in Grades 7 and 8, and teachers formerly teaching Grades 7 to 10 will require retraining to teach Grades 9 to 12. The scope and nature of the training will require detailed planning and definition. It first depends upon the creation of new curricula for Grades 7 and 8 in the primary schools and Grades 9 and 10 in the regional high schools.
312. 403. **Action 9:** *The Government will provide psychological and pedagogic training to teachers who were teaching at other levels before the implementation of the new school structure. The training, which will following implementation of the new curricula for Grades 7 and 8 and Grades 9 and 10, will acquaint teachers with the content and approaches required under the new curricula. The Government proposes to contract the University of Papua New Guinea, Goroka, as the pedagogic planning agency offering the new courses offered through USP, Port Vila. UPNG will work in collaboration with the Curriculum Development Center or other unit of the Ministry of Education assigned responsibility for the curricular reforms.*
- B. Training for Head Teachers and Principals**
313. 404. One major omission in the in-service training offered up to now has been management training for principals and head teachers. In secondary schools, New Zealand aid programs have endeavored to meet this need for many years, but few if any of the primary school principals and head teachers have received any training in administration and management. The country has more than 350 primary schools and each has a principal or head teacher.
314. 405. **Action 10:** *The Government will establish, as a matter of priority, an in-service unit to provide training for secondary principals and for primary head teachers and principals. The content of the training should include techniques for providing support and feedback to teachers; basic accounting and budgeting; and internal assessment of students This unit will be based at Vanuatu Teachers College and work throughout the country with and through the Provincial Education Offices. The Government will seek donor support and technical assistance for this activity.*



#### IV. The Teaching Force and Profession

##### A. Profile of the Teaching Force

315. 406. Unfortunately, available data do not permit full categorization of the qualifications held by serving teachers. At present, few teachers are unqualified. The percentage is estimated by the Secretary of the Teaching Service Commission at less than 5 percent. A large majority of primary teachers hold certificates, most earned at Vanuatu Teachers College. A small group hold diplomas, most earned abroad. Secondary teachers hold either diplomas or degrees earned at regional institutions or in metropolitan Pacific Rim countries.

316. 407. In 1998 the Government employed 1,500 teachers in its primary, junior secondary, and senior secondary schools.<sup>41</sup> For 1998 the number of teachers in primary schools is shown in Table 7. The data are derived from the Ministry's posting lists. The table records these teachers' main class level, that is, the grade of the largest group of pupils they were teaching in 1998. It is not completely accurate in that many of these same teachers were working with multiyear groups of pupils.

**Table 7: Primary Teachers by Grade Taught**

<b>Grade</b>	<b>Number of Teachers</b>	<b>Percentage</b>
1.	288	25.5
2.	185	16.3
3.	190	16.8
4.	163	14.7
5.	172	15.3
6.	128	11.4
<b>Total</b>	<b>1,126</b>	<b>100.00</b>

317. 408. The number of teachers in junior and senior secondary schools is shown in Table 8. The data are derived from the Ministry's posting lists and the total is accurate. The assignment of teachers to particular years is an estimation derived from the enrollment in those years and Ministry teacher-to-student-ratio policies, and is substantially accurate.

---

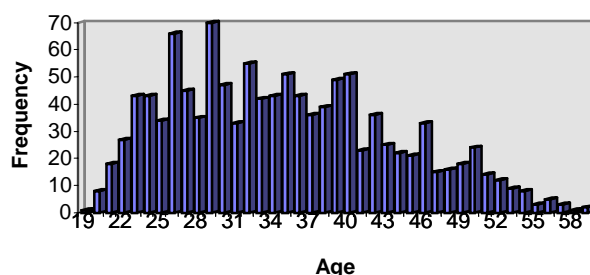
<sup>41</sup> This information is drawn from two sources and the numbers given are not always identical. The sources are the Ministry's teacher posting lists and its teacher payroll. Despite the discrepancies, the data do provide an accurate insight into the current situation.

**Table 8: Junior and Senior Secondary Teachers by Grade Taught**

Grade	Number of Teachers	Percentage
7	75	19.5
8	75	19.5
9	70	18.2
10	70	18.2
<b>Subtotal</b>	<b>290</b>	<b>75.4</b>
11	35	9.0
12	35	9.0
13	15	4.0
14	10	2.6
<b>Subtotal</b>	<b>95</b>	<b>24.6</b>
<b>Grand Total</b>	<b>385</b>	<b>100.00</b>

318. 409. Figure 9 profiles teachers by age and is drawn from the Ministry payroll data.<sup>42</sup> The relative youth of the teaching force evident here reflects the rapid growth of the primary education system since Independence, the recent entry of many teachers to the profession, and the age structure of the country’s overall population.

**Figure 9: All Teachers by Age**



319. 410. Tables 9 and 10 show the total number of teachers by gender and marital status, respectively. The data are from the Ministry’s payroll.

**Table 9: Teachers by Gender**

	Number	Percentage
Female	659	44
Male	841	56
<b>Total</b>	<b>1,500</b>	<b>100</b>

<sup>42</sup> This figure profiles only 78 percent of all teachers.

**Table 10: Teachers by Marital Status**

	<b>Number</b>	<b>Percentage</b>
Married	691	46
Single	809	54
<b>Total</b>	<b>1,500</b>	<b>100</b>

## **B. Teacher Salaries and Benefits**

320. 411. **Variations in Salary.** Table 11 profiles teachers by provincial distribution, gender, and salary. The pattern of salaries demonstrates that the urban drawing power of Port Vila (Efate) and Luganville (Santo-Malo), and the concentration of senior high schools there, have resulted in an influx of the country's best qualified teachers. The corresponding impact on average salaries is clear from the salaries by gender for Efate and Santo Malo.
321. 412. The table shows that men everywhere are paid more than women, with the exception of Torba. At the other end of the archipelago, in Tafea, the gender differential is slight. Reflecting the overall preponderance of men in the profession (see Table 9), Table 11 also shows that male teachers outnumber female in all provinces except Shefa.
322. 413. The lowest salaries are paid to the teachers working in schools sponsored by the Catholic and Protestant churches. This is, no doubt, an indication of the qualifications of these teachers.

**Table 11: Teachers by Province or Church Administration, Gender, and Salary Range**

Province/ Church	Number of Teachers	Gender	Salary		
			Minimum	Maximum	Average
Malampa	72	F	344,544	1,109,688	538,330
	125	M	455,088	1,109,688	603,185
Penama	58	F	455,088	1,164,240	566,362
	110	M	455,088	1,164,240	641,481
Santo Malo	97	F	344,544	1,091,496	568,104
	104	M	455,088	1,230,936	665,371
Shefa	189	F	420,936	1,230,936	591,754
	174	M	344,544	1,303,728	656,886
Tafea	63	F	455,088	1,091,496	558,503
	112	M	455,088	1,091,496	559,967
Torba	11	F	455,088	824,664	597,362
	33	M	344,544	1,091,496	571,505
Catholic	119	F	455,088	824,664	508,950
	98	M	288,636	824,664	522,149
Protestant	6	F	455,088	455,088	455,088
	18	M	455,088	667,320	480,456
	<b>1,500</b>				

323. 414. **Salary Scales.** Teachers' conditions of service are regulated by the Teaching Service Staff Rules issued by the Ministry of Education in 1993. Teachers are placed in one of nine salary categories (EO1 to EO9) according to their qualification and position. Each category has six internal steps. The categories and the qualification and/or position to which they respond are set out in Table 12.

**Table 12: Teacher Salary Categories**

Category	Qualification/ Position	Minimum Salary	Maximum Salary
EO1	Untrained	395,536	471,952
EO2	Trained Primary, VTC Certificate	506,086	560,648
EO3	Trained Primary, Overseas Certificate	573,891	628,276
EO4	Trained Primary, Diploma	642,513	703,160
EO5	Trained Secondary, Diploma	718,321	785,027
EO6	University Graduate	875,679	966,622
EO7	University Graduate with Training	1,009,064	1,100,033
EO8	Principal, Junior Secondary School	1,142,475	1,233,444
EO9	Principal, Junior/Senior Secondary School	1,261,948	1,372,889

324. 415. In principle, teachers can advance one step up their scale every two years, depending on a satisfactory confidential report. The profession perceives it as unjust

that the Government has not implemented this policy uniformly or consistently, and that hundreds of teachers have remained for many years at their original scale point. The failure to reward merit, which this represents, severely constrains teacher energy and effectiveness. The salary structure should be revised to offer greater incentive, and administrative processes and capacity should be improved, so that teachers working hard and offering good service receive financial reward.

325. 416. **Action 11:** *The Government will* revise teacher salary scales to provide greater reward for skill and hard work, and to improve administrative processes so that deserving teachers will receive regular increases. Another important factor in teachers' conditions of service, teachers' housing, is discussed elsewhere.

326. 417. **Social Benefits.** Teachers are also eligible for an impressive range of social benefits. Housing is normally available, with a reduction for rent of 12 percent or less, depending on the quality of the housing provided. Teachers are entitled to relocation allowances when they are transferred to a different school. Holiday leave amounts to 21 days per year, and teachers may apply for additional unpaid leave. There is four days' compassionate leave for the death of a close family member. Teachers may receive up to 28 days of leave for sickness in any year. This may be extended to 42 days by medical certificate and to 138 days upon approval by a medical board. Subsequently, there is provision for a further six months of unpaid leave. If teachers require admission to hospital, three-quarters of the cost is paid for the first two weeks and the entire cost thereafter. If treatment outside of Vanuatu is required, the Government also pays this. Maternity leave is granted on full salary for six weeks before birth and for six weeks after. Upon death while in service, one year's salary is paid. Retirement is at age 55, and one year's salary is paid as a retirement gratuity.

## V. Teacher Demand and Supply, 2000–2010

327. 418. Universal basic education to Grade 8, as proposed in this Master Plan, will require the Government to provide a greater number of primary teachers for Grades 3 to 8. The exact number will require careful assessment in the light of the Government's desired class size and enrollment projections, as well as a calculation of the number of teachers displaced from Grades 1 and 2 (see below) who will be available to teach in other grades of the proposed system offering Grades 3 to 8.
328. 419. **Action 12:** *the government will increase the number of primary teachers it trains to provide enough teachers for universal basic education from grades p to 8, under the structure proposed in this master plan and after further assessment of likely enrollment.*
329. 420. As elaborated elsewhere, central to the proposed reforms is the provision of education in the vernacular language at community schools covering Grades P to 2. The Government will institute a new class of teachers to provide this education. These teachers will be Grade 10 graduates, will draw upon community knowledge for the content of their courses, and will undergo short-term training in pedagogy. For these teachers, the Government proposes a salary scale substantially lower than that of graduates of the Teachers College.
330. 421. **Action 13:** *The Government will use the USP Center at Luganville as the national center for this training, and the Department of Education of Papua New Guinea to initiate and sponsor the pedagogic training. The Luganville Center is proposed because its excellent facilities are substantially underused, and because the area has private sources to provide accommodation for students during their training without the expenditure of public capital. The Government proposes to use a Papua New Guinea trainer because of that country's considerable success in educating such teachers in this way as part of its own educational reform program.*
331. 422. **Action 14:** *The Government will institute a new class of teachers for community elementary schools. These teachers will normally be Grade 10 graduates and draw upon community knowledge for the content of their courses. They will undergo pedagogic training under the auspices of the University of the South Pacific Center at Luganville. Their salary will be lower than that provided to teachers in the elementary schools.*

**Annex 8****SUPERVISION AND INSPECTION****Contents**

- I. Background and Principles
- II. The Present System of Inspection in Schools
- III. A Ratings System

**I. Background and Principles**

332. 423. The formal education system for the growth and development of Vanuatu was built on the French and British systems of education, and it grew fairly rapidly. The general structure of the system may have been accepted at Independence. However, since then various authorities have made calls to change the education system so that it can meet the demands and aspirations of both the informal and the exchange economies. Among the main changes called for have been enhanced quality and relevance for education, as well as better ways to maintain and build the confidence and competence of teachers and the credibility of the system. To have respect and credibility in the system, minimum requirements of the teaching profession must be upheld. To maintain and promote credibility, appropriate control and constructive mechanisms must be present in the system.

333. 424. Several authorities have called for ways to improve teacher quality. The Vanuatu Comprehensive Reform Program (CRP) has called for human resource development with an emphasis on quality improvement in skills training and education for a self-reliant and progressive Vanuatu. Runner made several recommendations, among which is the need for school inspectors, and that the Inspectorate be established in the first phase of the education reform to improve the quality of education.<sup>43</sup> The National Education Commission has indicated its intention to introduce the Inspectorate, "whose task will be to carry out inspection in schools and to monitor new Developments."

334. 425. To provide a definition, supervision is the practice of looking at the level and type of task a colleague is undertaking. Then, either at the time of looking at the task being undertaken or later, supervision means sharing experiences with the colleague and demonstrating the nature of that task or tasks. The objective of looking at, discussing, and demonstrating is to ensure that performance is efficient and leads to productive results. Inspection provides help to a teacher, teachers, head teachers, advisors and inspectors for the purposes of promotion, discipline and

---

<sup>43</sup> Runner, P. (1995), *The Development of the Education and Training System; An Analysis of Costs and Financing*, Government of Vanuatu.

demotion. The objective of inspection is thus to establish, maintain and improve the quality of education.

335. 426. A reliable and systemic method of checking and reporting on all aspects of education should be established: in turn, it is assumed that policy formation and implementation will become more efficient and effective. Morale in the teaching service will improve when appropriate positive reinforcement is given. The encouragement may be verbal and written advice by a teacher, teachers, head teacher or others at the school, provincial and national level. Regular positive reinforcement by school authorities will maintain and promote acceptable practice throughout the system.

## II. The Present Inspection System in Schools

336. 427. The school system was introduced with some control and school effectiveness measures with the intention of improving and making them an integral part of the education system. The practice of these control and school effectiveness measures to improve the system is somewhat lacking and inconsistent. A brief description of the present policies and practices of these control and school effectiveness measures for all levels of education are provided below.

### A. Kindergarten

337. 428. As of 1998, 870 local trained and 373 semi-trained teachers serve in 677 kindergartens and provide pre-primary education. Table 1 shows the number of kindergartens, enrollments and teachers in each province.

**Table 1: Estimated Numbers of Pre-School Enrollments, Pre-Schools, Trained and Untrained Teachers**

Province	Number of Pre-Schools	Enrollment	Teachers	
			Trained	Untrained
Torba	36	178	40	18
Sanma	170	6,093	185	90
Penama	111	4,778	86	53
Malampa	125	2,126	214	41
Shefa	100	9,721	115	34
Tafea	135	3,029	230	137
Total	677	25,925	870	373
<i>Source: Ministry of Education, Youth and Sports</i>				

338. 429. Kindergartens are organized and looked after by the community. Apart from day care activities, teachers in the schools assist in teaching children to read and write in English or French and sometimes in both French and English.
339. 430. There is a casual approach to providing professional assistance to teachers in the kindergartens. Those who are responsible for the school offer advice on how the children may be taught and cared for during the day. They set some standards and expect these to be achieved by the teacher or teachers in the school.
340. 431. Where the school is attached to or on the same premises as the primary school, some inspection does take place. The head teacher of the primary school is assumed to help. The head teacher of the primary school may observe the teacher's



teaching, check on the preparation, and offer assistance on how teaching may be improved. Advice may also be offered to the teacher on her or his related duties, such as watching over the activities of the playground during recess. An annual report on the teacher may be completed and sent to the Director General.

## B. Primary School

**341.** 432. There are 6 Provincial Education Advisors and 12 zone leaders. The 16 of them are expected to ensure that the quality of education in their particular province is established, maintained or improved. Table 2 shows the estimated numbers of schools, enrollments and teachers from 1998 to 2000. **Table 2: Estimated Number and Type of Schools, Enrollments,**

**and Teachers in Primary Schools, 1998–2000**

	Schools			Enrollments			Teachers		
	1998	1999	2000	1998	1999	2000	1998	1999	2000
<b>Province</b>									
Torba	19	21	23	1,444	1,515	1,588	48	50	53
Sanma	44	46	48	4,108	4,250	4,396	137	142	147
Penama	44	46	48	3,935	4,077	4,223	131	137	140
Malapa	56	58	60	4,754	4,892	5,038	158	163	168
Tafea	51	53	55	4,168	4,310	4,456	139	144	149
Shefa	56	58	60	6,911	7,053	7,199	230	235	240
<b>Religion</b>									
Catholic	55	51	59	6,707	6,848	6,995	224	228	233
Protestant	27	29	31	1,125	1,196	1,269	38	40	42
<b>Language</b>									
Anglophone									
Francophone									
<b>Total</b>	352	362	384	33,152	34,141	35,164	1,105	1,139	1,172

*Source:* Ministry of Education, Department of Pre-School and Primary Education

342. 433. The Provincial Education Advisor is expected to visit the schools in the province. The advisor checks on the preparation of the teacher's work, observes lessons, holds discussions with teachers and writes up a report on the visit to each school. The original report is left with the head teacher of the school, a copy of the report is sent to the Provincial Education Officer, and one copy is kept by the advisor.
343. 434. The zone leaders are non-teaching head teachers. They are expected to provide advisory services to a number of schools in their zone. By advisory, is meant that the zone leader will check the preparation of the teacher's scheme of work. Yearly and term programs, daily lesson notes, student attendance registers, stock books and assessment records should be looked at and commented on. In the case of senior teachers, copies of lesson observation notes, in-service training sessions and organization charts may be checked.
344. 435. Head teachers are expected to observe teachers teach. They should hold talks with the teacher and praise the teacher on the good aspects of her teaching and offer constructive criticism on the weak parts of the lesson. A written record by the head teacher on the discussion, with a commitment by the teacher to either improve or maintain that level of performance, should be made. The original of the record should be kept by the teacher and copies made available to the head teacher and the senior teacher responsible.
345. 436. Each teacher and school should receive three advisory visits annually. The length of each visit will depend on the number of teachers and on the nature of issues that need attention. An annual report on each teacher covering all areas of her work, with a recommendation, should be completed and submitted to the Provincial Education Officer. This report is then assessed and sent to the Director General (DG) through the Director for Primary Education (DPE).
346. 437. Each annual report is assessed again by the DPE, and comments and recommendations are then made to the DG. Based on the comments and decisions of the DG, appropriate action is facilitated by the DPE. Appropriate action may be for the teacher to be offered a scholarship to upgrade her qualification; it could also be to transfer a teacher. The DG could ask for an investigation into why a school performs better than most in the Grade 6 final examinations.
347. 438. The present policy of three visits per teacher per school is estimated to be costly. The case of Tafea Province is used to illustrate the likely budget of primary inspection. Three advisors, two of whom are Anglophone and one Francophone, are responsible for the quality of education in 67 schools. Fifty-one of the schools are public, 12 Catholic, 2 Seventh Day Adventist (SDA) and 2 Protestant. Fifty-eight of the schools are Anglophone and 19 are Francophone. Seven of the head teachers are bilingual. While the majority of the schools are on Tanna, several schools are on four other islands of Tafea Province: Aniwa, Erromango, Aneityum and Futuna.
348. 439. It will be expensive to provide the advisor and assessor services. Government departments therefore must rationalize, plan and coordinate the delivery of services. Table 3 shows the estimated cost for one-, three- and five-day visits.

**Table 3: Estimated Costs of Primary Inspection Visits, Tafea Province**

District	1-Day Visit (Vatu)	3-Day Visit (Vatu)	5-Day Visit (Vatu)
Futuna	11,400	34,200	171,000
Erromango	11,400	34,200	171,000
Aneityum	7,000	21,000	105,000
Aniwa	7,000	21,000	105,000
Tanna	1,200	3,600	18,000
Total	38,000	114,000	570,000
<i>Source:</i> Interviews with Advisors and Senior Officers			

349. 440. Table 4 shows the estimated minimum time that is expected to be spent by the advisor with a teacher, head teacher and related school activities in one-, three-, five-, or ten-teacher schools.

**Table 4: Estimated Annual Time Required to Be Spent by Advisor at Each Level of School**

Activity	Minimum Time Required	One-Teacher School	Three-Teacher School	Five-Teacher School	Ten-Teacher School
(time in hours)					
Lesson Visits	0.50	1.50	4.50	7.50	15
School Assembly	0.50	1.50	1.50	1.50	1.50
Teacher Interviews	0.66	2	6	10	20
Staff Meeting	0.50	1.50	1.50	1.50	1.50
In-service Training	0.50	1.50	1.50	1.50	1.50
School Committee	0.50	1.50	1.50	1.50	1.50
Facility Check	0.66	2	2	2	2
Headteacher Meeting	1	1	1	1	1
Total	4.82	12.50	19.50	26.50	44
<i>Source:</i> Interviews with head teachers					

350. 441. Every teacher, head teacher and related activities may require extra time. Therefore, only competent officers must be recruited and retained to carry out the work of Inspector.

### **C. Secondary School**

351. 442. It is widely understood that teachers of the same subject should assist each other. Teachers can help each other in a number of ways, such as discussing how to prepare questions or observe each other teach.

352. 443. The subject department head should check the preparation of teachers' yearly and term programs, weekly and daily lesson notes, student attendance registers, assessment records and the like. The subject department head is to observe teachers teach, write notes, discuss ways to maintain and improve weak areas, as well conduct in-service training for her subject teachers. The in-service training could cover a number of areas. These may range from how to carry out delegated duties to the latest research findings in their subject. The subject department head should also help by participating in the subject heads' meetings.

353. 444. The deputy principal responsible for academic affairs should organize all subject department heads, visit their departments and write reports on them, with the objective of improving academic results.

354. 445. The principal is expected to observe each teacher teach, write comments on the lesson, check the preparation of programs, in-service training, check subject organization and policy, complete an annual report on each teacher and send it to the DG through the Director for Secondary and Further Education (DSFE).

355. 446. The DSFE should assess the reports and make recommendations to the DG. The DG should then comment and decide on the recommendations. The DG could ask for a meeting with the Teaching Service Commission (TSC) regarding how the advertising of vacant positions may be improved. A circular could be released to commend head teachers and advisors for their good work during the year. The DSFE is required to facilitate the implementation of the comments and decisions of the Director General.

**Table 5: Numbers of Schools, Students, and Teachers  
By Language of Instruction in Secondary Schools and Provinces, 1997**

Province	No. of Schools			No. of Students			No. of Teachers				
	E	F	Total	E	F	Total	Anglophone		Francophone		Total
							M	F	M	F	
Torba	1	-	1	134		134	3	2			5
Sanma	3	3	6	867	543	1,410	23	14	17	6	60
Malapa	5	5	10	569	258	827	18	2	4	3	27
Penama	7	2	9	820	228	1,048	23	10	9	1	43
Shefa	5	3	8	1,095	1,123	2,218	19	9	29	20	77
Tafea	2	3	5	376	164	540	5	4	5	2	16
<b>Total</b>	<b>23</b>	<b>16</b>	<b>39</b>	<b>3,861</b>	<b>2,316</b>	<b>6,177</b>	<b>91</b>	<b>41</b>	<b>64</b>	<b>32</b>	
Note: <i>E</i> means English, <i>F</i> means French, <i>M</i> and <i>F</i> mean male and female											
Source: Ministry of Education, Youth and Sports											

#### D. Vocational Centers

356. 447. The official position of vocational centers is being clarified in the proposed structure. Inspection in vocational centers will follow the same principles and practices undertaken for rural training centers and technical colleges. These principles, practices and procedures are illustrated below.

#### E. Rural Training Centers

357. 448. Inspection of teaching and learning as well as improvement of physical facilities is carried out as follows. The center manager checks on the preparation of the teacher's work plan. What does he wish to teach, does he have the required material, and are the students likely to benefit from the experience? The center manager may observe the teacher teach theory and accompany the teacher on his practical work sessions. Discussions on the good and weak areas of the teacher's performance may be held, followed by some written notes.

358. 449. An annual report on each teacher is not obligatory. Promotion, discipline and demotion of officers serving in rural training centers are yet to be mapped out.

#### F. Technical

359. 450. The principal is expected to check the preparation of the teacher's work. Has the teacher got the necessary material ready? Are the safety regulations in place if the students are going to do practical work? The principal is expected to observe the teacher teach both theory and practical lessons, after which the principal may note down both good and weak areas of the teacher's preparation, teaching and related duties. These he may discuss with the teacher. The objectives of the

discussion are for the principal to praise the teacher for the good work he has done and for the teacher and the principal to negotiate alternative ways to improve the weak areas.

360. 451. The Head of Department (HOD) is expected to ensure that the subject content and the skills which are taught and to be taught by teachers of his subject area are relevant. He should check the teacher's preparation, observe his subject teachers teach, write comments on the teacher's preparation, teaching and performance in his related duties.
361. 452. An annual report on each teacher covering his preparation, teaching and performance of related duties, together with any recommendation, should be completed and submitted to the DG through the DSFE.
362. 453. The DSFE should assess the reports and offer comments and recommendations to the Director General, who then makes comments and decides on the report. A teacher may be offered an acting job in head office as a result of his annual report. A school could receive further assistance, or a proposal to change a field of study, based on information and decisions arising from the report. The DSFE is expected to facilitate the implementation of the comments and the decisions by the DG.

**G. Teacher Education**

363. 454. The principal is expected to check and monitor each tutor, lecturer and Subject Group Heads (SGH) on their preparation of course development, teaching, and performance of related duties, as well as that of teaching practice. A subject group (SG) could be arranged as follows: language, science and mathematics, or humanities and arts.
364. 455. Specialist subject tutors and lecturers are expected to discuss among themselves a number of policy and implementation issues in relation to their subjects, such as methods of teaching and what possible experiments could be undertaken by each subject tutor or lecturer.
365. 456. The principal is expected to write an annual report on each tutor, lecturer and SGH covering their preparation, teaching, and performance of related duties. The reports should be sent to the DG with comments and recommendations. The DG is expected to consider the comments, recommendations and make decisions. The principal is expected to facilitate the implementation of the decisions.

#### **H. Problems**

366. 457. Not all schools are familiar with the principles and practices of teacher advice and assessment. The principles and some practices of advisory and assessment services exist in primary schools. Some knowledge, understanding and practice of advisory and assessment services are also present in secondary, vocational, technical, teacher education and kindergarten schools.
367. 458. Human and financial resources are not always sufficient. The ratio of 1 advisor to 20 teachers means that 6 more advisors will be needed to carry out inspection work in primary schools over the planned period. There are more Anglophone schools than those that follow the French system. Funds for travel, staff increases, training and related activities are always limited.
368. 459. Another issue is that the assessment of teachers' annual reports by each relevant head of division is stressful and attracts considerable criticism by teachers. It is widely felt that officers have been biased and not systematic in the promotion, discipline, demotion and appointment of teachers. A more systematic approach is discussed below.

#### **III. A Ratings System**

369. 460. The Government plans to install a rating system for teachers. The ratings system will evaluate teachers' overall performance and recommend to the Director General and the Teaching Services Commission those teachers who should be promoted, disciplined, or demoted, to ensure that only competent, cooperative teachers who meet the minimum requirements of the teaching profession are in post. Standardized teacher and school evaluation forms will be completed on each teacher and school at least once a year by advisors and assessors and discussed with each teacher and principal before a report is written. This should ensure that the recommendations are valid and reliable.
370. 461. The present expertise and experience available for supervising primary schools should be used to begin the process of starting up the ratings system. Teacher inspection for other levels of education, i.e., pre-school, secondary, vocational, technical, and teacher education, should be phased in over four years. Initial practical induction to the advisory and assessment functions of the advisors and assessors, as well as the ratings of teachers, could be sought from Papua New Guinea and Australia.
371. 462. For example, the Head of Primary School Inspection in Vanuatu could visit Papua New Guinea in order to observe the assessment function in that country and in particular how the inspectors as a body of assessors reach consensus on who should be recommended for promotion, discipline and demotion. A team of inspectors from Papua New Guinea, one from each section primary, secondary, technical, vocational and teacher education, under the leadership of the Head of Standards, could conduct in-service training sessions covering the advisory, administrative and assessment functions of the inspectorate in Vanuatu. The Head of Primary School Inspection in Vanuatu could accompany the PNG Head of Primary School Inspection when carrying out advisory and assessment functions, in a primary school either in Papua New Guinea or Vanuatu. And the Head of Primary School Inspection and another inspector from Vanuatu could participate in the Senior Community School Inspectors' workshop in Papua New Guinea. This workshop addresses routine issues such as the payment of travel allowances, planning the year's work, how to offer advice and who ought to be reported on and how.
372. 463. In addition, advanced supervision and assessment courses could be introduced at the Vanuatu Teachers College for selected school principals and head teachers, who could be the future advisors and assessors. The mission estimates that an increase of 3 percent in the Ministry's goods and services budget would make it possible for advisory and assessment functions to be carried out.
373. 464. **Action:** *The Government will* install a ratings system, first for primary schools and then phased into other levels of education over the first four years of the Master Plan.



## Annex 9

### CURRICULUM DEVELOPMENT AND TEXTBOOK PROVISION

#### Contents

- I. The Current State of Curriculum and Textbooks in Vanuatu
- II. Issues and Options in Curriculum and Textbooks
- III. The Curriculum Development Center
- IV. A Development Program, 2000–2010

#### Attachments

- Attachment A: Instructional Materials for Grades 7–10
- Attachment B: Ratio of Textbooks to Basic Education Students

#### Acronyms and Abbreviations

AIDAB (now AusAID)	Australian Development Assistance Bureau
AusAID	Australian Agency for International Development
CDC	Curriculum Development Center
CUSO	Canadian volunteer service
DG	Director-General of Education
INTV	National Institute of Technology of Vanuatu (Institut National de Technologie de Vanuatu)
NGO	non-government organization
PASEP	Primary and Secondary Education Project
PIU	Planning and Implementation Unit
PSABV	Preschool Association of Vanuatu (Pri-Skul Asosiesen Blong Vanuatu)
PSSC	Pacific Secondary School Certificate
SCFA	Save the Children Fund of Australia
SIL	Summer Institute of Linguistics
SPBEA	South Pacific Board of Educational Assessment
UNICEF	United Nations Children's Fund
USP	University of the South Pacific
VTC	Vanuatu Teachers College

## Definition of Terms

A *program* describes a major component of the education sector; for example, the secondary education program.

The *curriculum* is the general overview document of a broad course of study, either formal or informal, within an educational program; for example, the science curriculum of the secondary program.

The *syllabus* is a detailed document for a particular subject in the curriculum and includes objectives, content, scope and sequence, methodology, assessment, examples of work; for example, the biology syllabus for Grade 7.

A *textbook* is a publication for students based on the syllabus for a particular subject and is used for information, assignments, and exercises.

A *teachers guide* is a pedagogic publication for teachers based on the syllabus, textbook, and other materials.

*Other materials* are educational aids such as reading books, school journals, charts, maps, instruments, and so forth used by teachers and students.

### I. The Current State of Curriculum and Textbooks in Vanuatu

#### A. Primary and Secondary Education Project (PASEP)

374. 465. Vanuatu's Primary and Secondary Education Project (PASEP), with funding assistance from the World Bank and the Australian Government, has been the major intervention in curriculum development and the provision of textbooks in the 1990s.<sup>44</sup> The project became effective in January 1990 and closed in December 1998. The project sought to address the Government's top priorities for formal education, namely, greater and more equitable access to secondary education, quality improvement at all levels, and increased management efficiency.

375. 466. The project was designed to assist the Government in (i) completing the development and implementation of a common primary curriculum and (ii) completing the implementation of the agreed lower secondary curriculum. The project was also to finance (iii) the replenishment of textbooks for English-medium primary schools to enable the teaching of current curricula while the new curriculum is under preparation; (iv) the acquisition of supplementary readers at the primary level, and readers and textbooks in English, French, mathematics, religion, and basic science for the implementation of the new lower secondary curriculum; and (v) the production of learning materials in both languages, adapted to the local context.

376. 467. **Project Accomplishments.** Through PASEP, teaching-learning materials conforming to the unified curriculum for primary Grades 1–6 and the current

---

<sup>44</sup> Financing of up to 90 percent of the estimated costs of the project, as originally planned, would be provided as follows: about US\$8.0 million from the World Bank through IDA Credit 1964-VAN; and about US\$7.7 million from the Australian Government through an AIDAB (now AusAID) grant.

curriculum for junior secondary Grades 7–10 were purchased or produced and distributed to Government and Government-assisted schools throughout the country. The project also assisted in the development of the primary unified curriculum, which was officially adopted on December 1991 and was revised and re-adopted in 1995.

377. 468. By the time the project closed, textbooks in language (English and French), mathematics, science, and social studies were available at schools at the ratio of one set of textbooks per student. The textbooks are loan-free to students. Other teaching materials have also been distributed to schools, including curriculum, syllabi, and teachers guides accompanying textbooks; reading books; references; science work-cards; and simple apparatus.

### **378. B. Curriculum Development**

379. 469. Although developments in the pre-school, primary, and secondary programs have been independent of each other, the three programs are relevant, based upon sound educational principles, and are being implemented in kindergartens and schools with varying degrees of success. However, curriculum development is never static, and this is particularly true of the present Vanuatu primary curriculum. The process of introducing a true unified curriculum is not yet complete, and the policy of basic education from pre-school to Grade 8 (described below) will require the Government to modify present plans for its completion. This will have a flow-on effect to the Grades 9–12 curriculum. Quality still needs improvement also.

380. 470. Both at primary and lower secondary levels, Government policy has been to unify the curriculum (that is, to deliver the same national curriculum in both the English and French mediums of instruction). This process began first at the lower secondary level in 1986, and then at the primary level with PASEP in 1990. The lower secondary level is more advanced, having common assessment in place (the Grade 10 national examination). But at both levels, the full range of textbooks, teachers guides, and other materials are still being completed.

381. 471. **Pre-school Curriculum Development.** Pre-school curriculum development was not a component of PASEP but is an important part of any overview of curriculum in Vanuatu. The country has a strong and active pre-school sector that has been in place for many years. There are at least 450 pre-schools in Vanuatu, ranging from small, village-based schools to more Western-style institutions in Port Vila and Luganville. The active pre-school association, Pri-Skul Asosiesen Blong Vanuatu (PSABV), has 52 branches throughout the country. It promotes a curriculum based on overseas and local inputs in accord with accepted principles of early childhood education. It is encouraging as many pre-schools as possible to use that curriculum. In all provinces, excellent work is being done by often untrained teachers, who would benefit from exposure to the PSABV curriculum and intensive short-course teacher training. A previous attempt at teacher training funded by Canada's CUSO, Save the Children Fund of Australia, and UNICEF from 1993 to 1997 met with mixed success.

382. 472. **Primary Curriculum Development.** This was a component of the Primary and Secondary Education Project. The aims were, first, to develop an overview document of the unified primary curriculum (Grades 1–6) and, second, to write quality curriculum materials in accord with this document in the following primary subjects: language, mathematics, social science, basic science, physical education, and the arts.

383. 473. The teachers guides, textbooks, and other materials were to be written in one language of instruction and translated into the other. It was decided to focus on language, mathematics, social science, and basic science because long-term overseas advisers were assigned to those subjects. An adviser for the arts made three short-term visits, but there was no adviser for physical education. As a consequence, there were only limited draft materials prepared in these two subjects, mainly by one of the ni-Vanuatu writers.
384. 474. Only half the material in the main subject areas has been published, and some upper primary textbooks and teachers guides have yet to be written. The aim of PASEP was to have writers, assisted by advisers, writing original textbooks and teachers guides. This aim was modified when PASEP was reactivated in 1995 to one of adapting books from suitable overseas countries. This change has been successful to date. In social and basic science, draft materials have been consolidated into teachers guides and textbooks. Grades 1–2 materials are already in schools, and Grades 3–6 books are in progress at the Curriculum Development Center (CDC).
385. 475. The development of teachers guides and textbooks in both English and French has been very slow, despite the assistance of various overseas advisers from 1990 to the present. Only books for Grades 1 and 2 and sets of readers are in schools at present. The other work of CDC writers has been to revise and update suitable previously published books. These will gradually be replaced as the new materials are produced.
386. 476. The materials produced to date have been of good quality and relevant to Vanuatu. Most are appropriate to the age levels and ability of the children in each year and are highly regarded by teachers. A minor criticism of the language textbooks and teachers guides is that they are aimed too much at first-language learners, whereas ni-Vanuatu children are second-language learners.
387. 477. **Lower Secondary Curriculum Development.** This was originally not a component of PASEP. However, curriculum development for Grades 7–10 was taking place at the same time as the first stage of PASEP was being implemented, having commenced earlier, in 1986. Britain and France funded the work until 1993. Four British-funded officers wrote materials in English language, mathematics, general science, and social science, and a French language adviser worked in French. There were no local counterparts in these subjects, but ni-Vanuatu writers were involved in writing material in agriculture, manual arts, and home economics. New Zealand and France are currently funding language and social science curricula.
388. 478. When PASEP was reactivated, production of lower secondary materials became part of its brief. Revised mathematics, science, and social science books and materials are now in schools. Again, certain Grades 8, 9, and 10 books are not yet completed.
389. 479. **Upper Secondary Curriculum Development.** This was also not part of the Primary and Secondary Education Project. There is currently no curriculum development as such in Vanuatu for upper secondary programs. There is no common course of study for Anglophones and Francophones at this level. Anglophone students complete a Grade 11–13 program, while Francophones complete a Grade 11–14 program. The Anglophone students complete the Pacific Secondary School Certificate (PSSC) course at Grade 12 and the New Zealand Bursary at Grade 13, while the Francophone students complete the equivalent of a Pacific baccalaureate spread over Grades 11–14.

390. 480. Anglophone students are required to study a minimum of six subjects for the PSSC examination, which is controlled by the South Pacific Board of Educational Assessment (SPBEA). The subjects are English, French as a second language, and maths (all three compulsory), and a choice from agriculture, history, geography, developmental studies, accounting, physics, chemistry, biology, and computing studies.
391. 481. In the New Zealand Bursary program, students study a similar range of subjects as for PSSC, except there are two mathematics courses, agriculture, and horticulture and no computer studies or developmental studies. Students must study a minimum of five subjects, and success in the New Zealand Bursary examination enables students to study at any overseas university. Vanuatu teachers have some input into the PSSC examination curricula and examination, with regular meetings being held in Fiji, but the New Zealand Bursary curriculum is controlled by New Zealand. Overseas textbooks and materials are used in both programs.
392. 482. Francophone students study French, English, mathematics, physics, chemistry, biology, history, geography, economics, and law in Grades 11 and 12. In Grades 13–14, they study French, English, mathematics, history, and geography (literature stream) or French, English, mathematics, physics, and chemistry (science stream). There are no formal examinations equivalent to PSSC and the New Zealand Bursary for Francophones. Vanuatu Francophones also have limited options for further education after Grade 14. Currently, they cannot qualify for French universities. However, there are some agreements in place between Vanuatu, Noumea, and Tahiti for these students to attend regional Francophone universities.
393. 483. Proposals to produce a parallel Francophone PSSC program (agreed to by SPBEA) did not proceed because of a lack of finance.<sup>45</sup> There are plans for a Baccalauréat du Pacifique as a parallel course to New Zealand Bursary. This is still in the developmental stage but was scheduled to commence in 1999. Both Anglophone and Francophone students can also attend USP Foundation courses after Grade 12 if they wish. The other option available for Francophone students is to attend the private school Ecole Francaise in Port Vila, which offers the French baccalaureate and with it the opportunity to study at French universities.

### C. Textbooks and Teachers Guides

394. 484. **Availability of Materials.** At the primary school level, textbooks are available in schools the core subjects of language, mathematics, science, and social studies at the ratio of one book per student in English and in French in the first two grades. In primary mathematics, textbooks are available up to Grade 4 in English and up to Grade 6 in French. At the junior secondary level, textbooks in general science are available for all years in both languages. The complete mathematics series in English (except Grade 10) and in French has been distributed to schools. In addition, other teaching and learning materials, including curricula, syllabi, teachers guides, reading books, and references, have been delivered to schools in sufficient quantities.
395. 485. The extent of textbook coverage under PASEP in terms of titles by subject area and grade level shows the focus on providing basic materials in mathematics and science (see Attachment A). This was as much owing to priorities

---

<sup>45</sup> Passingham, S. (1993). "PSSC for Francophone Students in Vanuatu." For Vanuatu Ministry of Education's PIU, July 1993.

set out by the Ministry of Education as to the availability of materials in those subjects. The primary mathematics textbooks were selected from several series in print, including those from Papua New Guinea as well as from Francophone countries. Titles in science were selected from textbooks and other materials that had been developed in-country largely by expatriate teachers or consultants providing technical assistance under bilateral programs. Current plans at the Curriculum Development Center include the completion of development (editing, typesetting, illustration) for several textbooks and teachers guides for junior secondary mathematics, social science, and agriculture in the English and French series.

396. 486. In terms of the availability of basic textbooks and teachers guides, PASEP has put priority in covering the early grades. The book-to-pupil ratio is more favorable in primary Grades 1–2 than in the upper grades. Among Anglophone and Francophone schools, there is likely to be a complete set of textbooks in the core subjects of language, mathematics, science, and social studies for every student in the first two grades. In Grade 6, however, there is still only one textbook for every four pupils, likely only in language or mathematics. In junior secondary education, availability is mixed but book-to-pupil ratios are generally favorable. Anglophone schools have the complete series in mathematics and science; Francophone schools have mathematics and language (see Attachment B).
397. 487. **Materials Production and Procurement.** Many of the textbooks and teacher materials were written by staff of the Curriculum Development Center, an agency of the Ministry of Education established under the project. Teachers in the field were periodically convened in curriculum panels to review manuscripts, and CDC writers and editors revised their work on the basis of the review. Some materials, mostly reading and supplementary books, French language textbooks, and teachers guides, were purchased from publishers and booksellers in the region.
398. 488. The project also set new milestones in book publishing in Vanuatu. It successfully negotiated the translation and reprinting rights to a textbook series from an international education association. The project also undertook the revision of some previously published but out-of-print Government textbooks that teachers had judged effective tools in teaching. These accomplishments are significant in that the former showed an innovative alternative to the time-consuming, frequently error-prone process of writing and testing and revising materials in-house by understaffed curriculum teams at CDC. The latter exemplified publishing value-added: by improving existing textbooks, rather than developing new ones, books became available earlier, saving years of development investment in staff salaries and materials.
399. 489. **A Program for Future Coverage.** Based on the PASEP accomplishments and lessons of implementation experience, a program can be designed for the completion of textbook coverage in all subjects and grades and the periodic replenishment of the supply of textbooks and related materials in the school system. For a 10-year basic education system, maintaining a provision program only for textbooks and teachers guides would require an annual investment ranging from VT 3.2 to VT 3.4 million per year. This investment would allow for the maintenance of the textbook supply, which would be replenished once every 10 years. Revision of textbook series or provision of supplementary materials (reading books) would add an estimated VT 2 million annually. In its steady state, the program would require budgetary appropriations totaling VT 5 million per year

## II. Issues and Options in Curriculum and Textbooks

**A. Background: Education Reform under the Master Plan**

400. 490. As described elsewhere in this Master Plan, the Government of Vanuatu is reforming the education system, and these reforms will have a significant effect on curriculum development and the provision of teaching and learning materials. Key to the affordability of the planned universal education coverage is the provision of an 8-year cycle of basic education as a reasonable goal for Vanuatu. This cycle and planned revisions in the secondary education system are briefly summarized below. This summary provides the backdrop to the subsequent description of the main issues in curriculum development and the provision of instructional materials.

401. 491. Part of the strategy to reach Vanuatu's goal is the introduction of vernacular-language education in the early years of the basic education cycle. Community-built and -maintained schools will be established in virtually every village and hamlet, in which a preparatory year and Grades 1 and 2 will be offered in the local vernacular language. Children will bridge to either English or French in Grade 2, and instruction thereafter will continue in the chosen international language. The major constraint on this expansion is the ability to produce, over time, basic learning materials for a preparatory year and for Grades 1 and 2 for Vanuatu's more than 100 vernacular languages. Teachers in the preparatory year will be Grade 10 graduates and will draw upon community knowledge for the content of their courses.

402. 492. Since Grades 1 and 2 will be progressively offered in community schools, the classrooms in existing primary schools used heretofore for these two grades will be used for Grades 7 and 8. Children completing Grade 6 in areas where the vernacular-language schools are introduced can then continue on to Grades 7 and 8 without having to undergo the present selection examination. If Grades 7 and 8 are progressively offered in primary schools (which teach Grades 3–8), then the existing lower secondary schools that offer Grades 7–10 will have excess capacity. They can be gradually converted into provincial secondary schools offering Grades 9–12. For the large majority of children who will leave school after 8 years of basic general education, the Government will expand and develop the system of Rural Training Centers. (For more detail on that option, see the annex on vocational and technical education and training.) Finally, at least two of the three institutions (one in each language) that provide Grade 13 will be strengthened to become centers of excellence. Grade 14, currently offered only at the French-language Lycée in Port Vila, could become unnecessary.

403. 493. Vanuatu faces challenging issues in curriculum development and the provision of learning materials as its education system undergoes this considerable change. The main challenge will be to provide an integrated basic education covering the preparatory year (P) to Grade 8, followed by a smooth transition to the secondary Grades 9–12 program. The overriding goal should be to produce a Grades P–12 national unified curriculum for Vanuatu using vernacular languages, English, and French as the media of instruction at various stages of the program. The implications of the Master Plan for curriculum development and the supply of textbooks and other materials are discussed below.

**B. Pre-school**

404. 494. With children currently starting Grade 1 at age 6, the pre-school movement has catered for children aged 4 and 5 nationwide. The proposed

preparatory year in the Grades P–8 basic education program, outlined above, will formalize the education of 5-year-olds in the village school, and 6-year-olds will begin Grade 1 as at present. As a consequence, while the present pre-school authorities will still have input into the preparatory year curriculum, their main focus will be on 4-year-old children.

405. 495. The PSABV pre-school curriculum will be suitable for pre-schools and provide a basis for the preparatory year. The basic aim is learning through play, song, and story with an emphasis on oral learning, rather than rote learning of letters and numbers and writing. The aim is to have the children expand their oral competence in the vernacular and to develop their sense of curiosity and experience. The other important part of the curriculum should be to ensure that that the children experience culture and tradition. The main impetus for the preparatory year will come from the individual communities where the classes are situated. There needs to be full consultation with Chiefs, elders, and parents in the community on content and the selection of the language of instruction. They will also have the strongest influence on the choice of teachers for their children. These teachers will need to have some training in pedagogy through short-term modules over a period of time. There will also need to be simple, community-produced materials to support the curriculum.



**C. Primary Education, Grades P–8**

406. 496. **Language of Instruction, Grades P–2.** Basic education, especially at the early levels of schooling, will be a community responsibility and the community will decide on the language of instruction. The choice is clear if a single vernacular language is used by all the children in a particular community. Where there is more than one vernacular language, the choice might be Bislama. An urban community may choose English or French, although this would be against the spirit of early learning in the vernacular. There also needs to be some bridging to the Grades 3–8 program by introducing oral English or French in Grade 2.
407. 497. **Curriculum, Grades P–2.** The present preparatory and Grades 1 and 2 curricula should be the basis for the development of vernacular materials for the basic education program. The Government will need a collaborative approach to the preparation of materials, using the skills of non-government organizations such as PSABV, the Summer Institute of Linguistics (SIL), and World Vision. The latter two organizations are particularly important because they are already involved with education in the vernacular in Vanuatu. The community should also be consulted, especially on issues of relevance, culture, and tradition. Consultation should also take place with appropriate officers from the Curriculum Development Center and the Teachers College.
408. 498. Special attention needs to be paid to those communities for which there is no written vernacular language. Here the emphasis should be upon a more oral curriculum. Care should also be taken to keep the preparatory year as a kindergarten and introduction to primary school. This could be achieved by keeping the curriculum informal and not expecting the children to read or write their names, for example. The emphasis should be on socialization and learning through play and guided experiences. As noted above, the language syllabus also needs a bridging component from the vernacular language to oral English or French in Grade 2. Since piloting for the preparatory year is scheduled for 1999, development of this part of the curriculum should be given urgent priority.
409. 499. **Completion of Materials for Grades 1–6.** The unified curriculum is well planned and the materials produced so far are relevant and of excellent quality. They are not complete, however, and their completion is the first priority in curriculum development. Schools are using materials based on a pre-1990 English and French curricula while the unified curriculum materials are still arriving. The Grade 6 examination is still based on the old English and French curricula. Schools have received unified-curriculum textbooks, teachers guides, and other materials in language, mathematics, social science (including religious instruction), and basic science for Grades 1 and 2 and in mathematics through Grade 6. In the other subjects, development is still ongoing for Grades 3–6.
410. 500. With the revival of subject committees consisting of both Anglophone and Francophone teachers, the impetus for successful completion of the materials is in place. A complete set of materials for Grades 1–6 will be necessary for children over the next few years before the new basic education program for Grades P–8 is in place at all year levels. The present Grades 1–6 materials will only need to be reviewed and modified to fit in with the new program, except in the language subjects, in which children will experience a European language for the first time in Grade 3.
411. 501. As a lesser priority, there needs to be curriculum development in the arts and physical education for all Grades 1–6. Some draft materials have been produced

but not piloted in schools. These subjects are essential to a well-balanced primary program even though they are not examined, but at present they are not being taught in many schools. One of the reasons for this is that the Ministry of Education has not issued a nationwide timetable of primary school subject time allocations, so teachers concentrate on only the Grade 6 examination subjects.

412. 502. **Modification of Grades 7–8 Materials.** Grades 7–8 currently form the first half of lower secondary program (Grades 7–10). With the introduction of basic education from the preparatory year to Grade 8, these grades will become the final years of the community school; attendance will still be compulsory for all children at that level. Therefore, the Government will need to change both the subjects offered and their content. Students will study only one European language instead of two. Schools also need an increase in the hours allocated to language and mathematics, which will benefit both the children going on to provincial secondary school and those leaving school. The language curriculum should include a Grade 8 bridging program that introduces the second European language.
413. 503. In addition, science, manual arts, and home economics will be modified to have more of a community focus and require less-specialized rooms and equipment. Schools will require the construction of a multipurpose room equipped for these subjects. The subjects will be reorganized and called community science and community skills. These subject will have content and ideas similar to the current subjects but will use local materials rather than expensive imported equipment and tools that are presently used in the larger secondary schools. These subjects will be especially important to those children leaving school after Grade 8, because these students will be given practical skills and science knowledge to apply in the village situation.
414. 504. Other subjects, namely social science, religious instruction, and agriculture, will require only minor alterations from the present lower secondary program. Consideration must be given to the transition from class teaching to subject teaching, a change with ramifications for staffing levels at schools. Finally, it must be stressed that the basic education curriculum for Grades P–8 needs to be constructed as an integrated whole and not a three-part vernacular, primary, and upper primary plan. It also needs to be the basis from which the revised Grades 9–12 curriculum can be developed.

#### **D. Secondary Education, Grades 9–12**

415. 505. **Completion of Grades 7–10 Materials.** The present Grades 7–10 curriculum is sound, but the teaching and learning materials have been reviewed, and as part of PASEP the present material is being upgraded. With the Grades 7–10 curriculum operating for several more years, the completion of these revised materials is of high priority. Although some progress has been made, several textbooks and resource books still need revision and upgrading. Particularly needed are language and mathematics books to complete the sets already in schools. Science and social science materials are adequate at present.
416. 506. As noted above, the Grades 7–10 curriculum itself is relevant and of good quality. The curriculum has been in existence since 1986 and is more unified than either the primary or upper secondary curriculum. With the obvious exception of the language papers, the Grade 10 examination papers are the same for both languages,

and so are many of the curriculum materials. Having been in operation for 10 years, the curriculum may be due for updating. However, it will be better to delay this review and incorporate Grades 9 and 10 into the revised Grades 9–12 curriculum, which needs to be ready by 2009.

417. 507. **Revision of Grades 9–12 Curriculum.** Grades 9 and 10 are currently the upper years of the lower secondary program (offering Grades 7–10), and years 11 and 12 are part of the senior secondary program. To implement the plan for provincial secondary schools covering Grades 9–12, the Government will need to make considerable modifications to existing curricula and materials. One of the major tasks is to unify the program for Grades 9 and 10, to achieve content and pedagogy continuities with the existing curricula for Grades 11 and 12. All students will study both European languages. Because students will begin studying their second European language in Grade 9 rather than in Grade 7, as at present, more time must be devoted to the second language to ensure that students become proficient in both languages.
418. 508. To make the Grades 9–12 program more contemporary, industrial arts and home economics will be replaced by a new single subject, technology. The components of the technology subject will be mechanics, electrical work, woodwork, food technology, fabric technology, information technology, and graphic design. To enhance the educational impact of the technology subject, it will be necessary to replace the separate sciences subjects in Grades 9 and 10 with a general science subject emphasizing basic science observational and analytical skills.
419. 509. To create a unified Grades P–12 program with all students studying the same subjects, the Government will also consider whether to revive the 1993 option of Francophone students sitting the PSSC examination at the end of Grade 12. There is concern about the lack of a formal standardized examination for Francophone students at the important school exit point of Grade 12.
420. 510. The Grades 9–12 curriculum review is of low priority for now because the first students through the new system will not enter Grade 9 under the new policy until 2009.

#### **E. Centers of Excellence, Grade 13**

421. 511. The curriculum for upper secondary education is externally controlled in the case of Anglophone students (New Zealand Bursary), and that for Francophone students is under local control. There is also a curriculum set by USP and used in their Foundation courses. Although there is a Grade 14 in the Francophone senior school at present, both the Anglophone and Francophone systems should terminate at Grade 13. There are no strong arguments for retaining Grade 14. The additional year was introduced to give Francophone students more choices on leaving school, but with the introduction of the Baccalauréat du Pacifique at Grade 13 (see below), the need is less evident.
422. 512. For some time, the Ministry of Education has been concerned by the fact that there are fewer higher-education paths for Francophone students than for Anglophone students at the completion of their secondary education. The development of the Baccalauréat du Pacifique will give Francophone students a parallel qualification to the Anglophone students' New Zealand Bursary. It also gives them entry to French and other regional universities, including Australian and New Zealand institutions. Vanuatu intends to strengthen the language curriculum to

make students truly bilingual, so Francophone students' entry and success at English-speaking universities are expected to become increasingly feasible.

### **III. The Curriculum Development Center**

#### **A. Functions and Staff**

423. 513. The Curriculum Development Center has been in existence for almost 10 years. Accomplishments in textbook development, production, and distribution are largely due to the efforts of two groups. One is the staff teams at CDC, which designed the unified primary education curriculum and wrote materials for publication. The other is the implementation staff of the Primary and Secondary Education Project, which managed the publication processes of editing, design and illustration, printing procurement, and distribution. As a result of this accomplishment, the current supply of textbooks can be expected to last about five years, to 2003.

424. CDC's three main functions are:

- Preparation and publishing carried out by writers, editors, illustrators, translators, and word processors,
- Printing and distribution using a printery workforce and a distribution network at the provincial level,
- Distance education conducted by two officers and confined to radio broadcasts.

425. 514. With new technology, changing needs, and time constraints, these functions and the staff needed to perform them must be reviewed. All the staff are full-time, working in specific skill areas, and have been employed at CDC for most of the years of its existence. There has been a lack of coordination and planning of staff activities to achieve production goals. This has been a fault of management rather than individual staff, and it is essential that there be strong leadership in curriculum development, which is a long-term and complex process.

#### **B. A Changing Role**

515. There are several options for restructuring CDC to make it more adaptable to changing needs. For example, the number of staff could be reduced to a core specialist group with the power to co-opt and/or contract persons as required. This is important because CDC is now involved with secondary as well as primary curriculum development, so it needs the help of people with extra skills that the present staff do not have. These people could be contracted to write or revise specific materials.

516. Some of CDC's original functions, including producing books, may be less important in the future. Writing original material is time consuming, and in many cases, similar high-quality materials are already available. The reactivated Primary and Secondary Education Project took existing mathematics textbooks from Mali, for example, and adapted them to the Vanuatu context. Even neighboring countries may have textbooks and other materials that, with some revisions, would be appropriate for Vanuatu. The private sector could also play a role in translating, publishing, and printing new materials. In addition, private companies could be involved in the distribution of materials, as happened with primary and secondary books under PASEP. And with less

in-house production, the printery could be scaled back and its staff reassigned, for example, to service the Examinations and Assessment Unit.

426. 517. At the same time, other CDC functions could be expanded or changed.

For example, distance education is an appropriate option for Vanuatu over the next decade, so the Government could expand this CDC function beyond its present concentration on radio broadcasts. CDC staff could also become more involved with the training of trainers in association with Provincial Education Officers, pedagogical advisers, and zone leaders. To keep up with its traditional functions and in response to its changing role, CDC will need staff training in such areas as word-processing, desktop publishing, training of trainers, and contemporary distance education.

427. 518. CDC should not be a stand-alone institution. It should both seek advice and provide advice to strengthen the quality and impact of its work. It should have strong links with the Vanuatu Teachers College, which will disseminate new materials to the teachers of the future, and to the Examinations and Assessment Unit, where papers should be set to examine the learning objectives of the curriculum materials. Finally, CDC should renew its work with subject committees. These committees have performed an important evaluative function with the materials produced so far at CDC. Some committees have ceased to function, and they should be reactivated when the need arises. Committees should include both Anglophones and Francophones as members to maintain the spirit of a unified curriculum.

### C. National Curriculum Commission

428. 519. Vanuatu currently has no monitoring system in place to review and authorize completed curriculum materials. The Government will therefore establish a National Curriculum Commission. This body will have a senior education officer as Chair. The Chair would appoint appropriate persons as members of the Commission according to program, curriculum, or subject. The purpose of the Commission is to review and evaluate curricula and materials and to authorize the release of curricula and materials to schools.

## IV. A Development Program: 2000–2010

520. The Government plans to take the following steps to address the needs and issues presented in this annex. An implementation timetable is below.

429. 521. **Action 1:** *The Government will complete the remainder of the Grades 1–6 and 7–10 PASEP curriculum materials as a matter of urgency. Because the curriculum materials for the new system will not be fully introduced for several more years, the completion of these revised materials is of high priority.*

430. 522. **Action 2:** *The Government will use the present pre-school and Grades 1 and 2 curricula as the basis for the development of vernacular materials for the basic education program. The Grades 1 and 2 materials produced under PASEP will be adapted for use in the community schools. Some translation into the vernacular languages will be needed, and the Government will work closely with such groups as the Summer Institute of Linguistics, the University of the South Pacific, and World Vision on vernacular language matters.*

431. 523. **Action 3:** *The Government will introduce the European language, either English or French, to students in Grade 2 using a bridging program in community schools.*

432. 524. **Action 4:** *The Government will modify the existing curriculum and materials for Grades 3–6 for the new Grades 3–8 primary schools. This should be possible without extensive rewriting but will require detailed planning and costing. However, before this can take place, the remaining materials under PASEP need to be completed.*
433. 525. **Action 5:** *The Government will subsequently develop the curriculum for the arts and physical education for all Grades 1–6.*
434. 526. **Action 6:** *The Government will soon determine the subjects to be taught in Grades 7 and 8 of the new basic education program. There will be only one European language, and schools will increase the number of hours allocated to language and mathematics. The language curriculum will include a Grade 8 bridging program with an introduction to the second European language.*
435. 527. **Action 7:** *The Government will consolidate the present Grades 7 and 8 science, manual arts, and home economics subjects into community science and community skills subjects, which will draw on local experience and materials. The Government will build multipurpose rooms equipped for these subjects at some primary schools.*
436. 528. **Action 8:** *The Government will review the Grades 9–12 curriculum later in the plan period. The Government will add new subject, technology, and the second European language will be introduced in Grade 9.*
437. 529. **Action 9:** *The Government will weigh the advantages of translating the Pacific Secondary School Certificate examination at the end of Grade 12 into French for the Francophone students against the additional costs that would be incurred. Such a move would provide an international benchmark for Francophone students similar to that already available for Anglophone students.*
438. 530. **Action 10:** *The Government will reorganize the Curriculum Development Center into a small and flexible unit capable of managing contracts with individuals and firms in the private sector for the writing, designing, production, and distribution of textbooks and other instructional materials. Government will consider assigning staff of the in-house printery to service the Examinations and Assessment Unit, retaining the services only of key technical staff.*
439. 531. **Action 11:** *The Government will consider expanding the Curriculum Development Center's distance education function beyond its present concentration on radio broadcasts.*
440. 532. **Action 12:** *The Government will reactivate the National Curriculum Commission. The Commission will provide general guidelines for materials to be developed in the community for the preparatory and initial grades, and also review for approval all materials for the formal primary Grades 3–8 and for secondary schools.*

**Table 1: Implementation Timetable**

<b>Year</b>	<b>Task</b>
1999–2000	Completion of present school program curriculum materials Grades 1–6 and 7–10 Planning for community school component Present pre-school and Grades 1–2 curriculum materials adapted for use in community schools
Feb 2001	Community school pre-school classes commence
Dec 2001–Feb 2002	Present Grades 3–6 curriculum materials adapted for use in Grades 3–8 primary schools Present Grades 7–8 secondary curriculum materials adapted for use in Grades 3–8 primary schools
Feb 2002	Community school Grade 1 classes commence Primary school Grade 7 classes commence
2002–2004	Grades P–8 physical education and arts materials prepared Language syllabuses and materials for Grades 3–12 reviewed and revised
Feb 2003	Community school Grade 2 classes commence Primary school Grade 8 classes commence
2007–2008	Present Grades 9–10 and Grades 11–12 materials revised for use in the provincial secondary school program Grades 9–12 technology subject prepared

**ATTACHMENT A:  
INSTRUCTIONAL MATERIALS FOR GRADES 7–10**

**Attachment Table 1: Textbooks and Teachers Guides for Grades 7–10,  
Recommended by Task Force 2000**

	Textbooks	Reading Books	Teachers Guides	Others	Total
<b>Anglophone Series</b>					
Agriculture (English & French)			11		11
English Language	5	13	12	1	31
French as Second Language	4			1	5
Basic Science	8		9	10	27
Mathematics	9		1		10
Religious Education			5	1	6
Social Science	15		6		21
Total Anglophone Series	41	13	44	13	111
<b>Francophone Series</b>					
Agriculture (English & French)			11		11
French Language	5		2	4	11
English as Foreign Language	2		6		8
Physical and Natural Sciences	8		9	10	27
Mathematics	7		1		8
Religious Education			5	1	6
Social Sciences	17		5		22
Total Francophone Series	39		39	15	93
<b>Total Titles</b>	<b>80</b>	<b>13</b>	<b>72</b>	<b>28</b>	<b>193</b>



**Attachment A:**  
**Table 2: PASEP-Provided Textbooks and Teachers Guides**  
**for Secondary Grades 7–10**

	<b>Textbooks</b>	<b>Reading Books</b>	<b>Teachers Guides</b>	<b>Others</b>	<b>Total</b>
<b>Anglophone Series</b>					
Agriculture			6		6
English Language					
French as Second Language					
Basic Science	6		6	17	29
Mathematics	3				3
Religious Education					0
Social Science					0
<b>Total Anglophone Series</b>	<b>9</b>	<b>0</b>	<b>12</b>	<b>17</b>	<b>38</b>
<b>Francophone Series</b>					
Agriculture			8		8
French Language	1				1
English as Foreign Language					
Physical and Natural Sciences	6		6	17	29
Mathematics					
Religious Education					
Social Sciences					
<b>Total Francophone Series</b>	<b>7</b>	<b>0</b>	<b>14</b>	<b>17</b>	<b>38</b>
<b>Total Titles</b>	<b>16</b>	<b>0</b>	<b>26</b>	<b>34</b>	<b>76</b>

**ATTACHMENT B:**  
**RATIO OF TEXTBOOKS TO BASIC EDUCATION STUDENTS**  
**Attachment Table 1: Ratio of Textbooks to Basic Education Students, by Grade Level, July 1997**

	Students by Grade and Sex											
	1	2	3	4	5	6	Subtotal	7	8	9	10	Subtotal
Male	3,465	3,033	2,811	2,657	2,280	2,420	16,666	896	806	622	554	2,878
Female	3,136	2,666	2,499	2,381	2,031	2,368	15,081	807	714	520	491	2,532
Total	6,601	5,699	5,310	5,038	4,311	4,788	31,747	1,703	1,520	1,142	1,045	5,410
	Textbooks Distributed as of 7/27/98											
<b>Anglophone Students</b>	<b>3,987</b>	<b>3,442</b>	<b>3,207</b>	<b>3,043</b>	<b>2,604</b>	<b>2,892</b>		<b>1,032</b>	<b>921</b>	<b>692</b>	<b>633</b>	
English	3,600	5,000	5,000				3,017					
Math	3,801	3,981	3,319	3,035				928	885	701		
Science	3,779	2,000						928	885	1,402	1,119	
Social Studies	3,648	4,022		3,068								
Book:pupil (b:p) ratio	3.72	4.36	2.59	2.01		1.04		1.80	1.92	3.04	1.77	
Net b:p ratio	0.93	1.09	0.65	0.50		0.26		0.45	0.48	0.76	0.44	
<b>Francophone Students</b>	<b>2,614</b>	<b>2,257</b>	<b>2,103</b>	<b>1,995</b>	<b>1,707</b>	<b>1,896</b>		<b>671</b>	<b>599</b>	<b>450</b>	<b>412</b>	
French	2,881	2,840		4,243				2,961	2,961	2,961	2,961	
Math	2,970	2,867	2,683	2,018	2,111	2,003						
Science	2,950	2,867						886	778	1,432	1,162	
Social Studies	2,708	2,867		2,487								
Book:pupil ratio	4.40	5.07	1.28	4.38	1.24	1.06		5.73	6.24	9.76	10.01	
Net b:p ratio	1.10	1.27	0.32	1.10	0.31	0.26		1.43	1.56	2.44	2.50	

## Annex 10

### THE ASSESSMENT OF EDUCATION OUTCOMES IN VANUATU

#### Contents

- I. The Current System for Assessing Education Outcomes at the National Level
- II. School-based Assessment Programs
- III. Training in Education Assessment Methodology
- IV. The Vanuatu Examinations and Assessment Unit
- V. Actions
- VI. Costs

#### **Attachments**

- Attachment A: Characteristics of Individual Examinations
- Attachment B: 1997 National Year 6 and Year 10 Examination Results
- Attachment C: Pacific Islands Literacy Levels (PILL) Summary Data

### **I. Current System for Assessing Education Outcomes at the National Level**

#### **A. The Examinations Structure**

441. 533. Table 1 sets out the current system for assessing education outcomes nationally, by level, the name of the examination or test, and the authority responsible for the assessment. All these tests and examinations are held toward the end of the school year. Both Anglophone and Francophone students sit the two Pacific Islands Literacy Levels (PILL) tests and the Grades 6 and 10 examinations. At Grades 12 to 14, Anglophone and Francophone students sit for separate qualifications.
442. 534. Attachment A discusses each of these examinations/tests in detail, including the target audience (the candidates), subjects, type of assessment, preparation and administration of the examination or test, its purpose, and intended outcomes. There are also additional comments on each examination or test.

**Table 1: Current Education Assessment System, by Level and Responsible Authority**

<b>Level</b>	<b>Examination/Test</b>	<b>Responsible Authority</b>
Grade 4	Pacific Islands Literacy Levels Test 1 (PILL)	South Pacific Board for Educational Assessment (SPBEA)
Grade 6	Pacific Islands Literacy Levels Test 2 (PILL)	South Pacific Board for Educational Assessment (SPBEA)
Grade 6	National Primary Examination/ Examen Primaire National	Vanuatu Examinations and Assessment Unit
Grade 10	Grade 10 Examination/ Examen de l'Année Dix	Vanuatu Examinations and Assessment Unit
Grade 12	Pacific Senior Secondary Certificate (PSSC)	South Pacific Board for Educational Assessment (SPBEA)
Grade 12	Diplôme de l'Année Douze	Lycée Bougainville
Grade 13	New Zealand University Entrance, Bursaries and Scholarships (UEBS)	New Zealand Qualifications Authority (NZQA)
Grade 13	Foundation Course	University of the South Pacific (USP)
Grade 14	Diplôme de l'Année Quatorze	Université Française du Pacifique

**C. Grade 6 and Grade 10 National Examinations**

- D. 535. The Vanuatu Examinations and Assessment Unit is directly responsible for two of these examinations, the Grade 6 and Grade 10 examinations. This section deals with these two in detail.
- E. 536. **Examiners.** Grade 6 examiners and moderators are appointed mainly from Curriculum Development Center (CDC) officers, Vanuatu Teachers College staff, and advisers. Although much of the work is done during a one-week workshop, further work has to be done after the workshop. Some examiners feel this is an extra task they have to undertake in addition to their full-time work program. At present, examiners and moderators are invited to assist with the preparation of examination papers but do not have formal contracts and are not paid for their work. This can lead to a number of problems. As a result of this system, the Examinations and Assessment Unit has very limited control over the examiners. In particular, the Unit finds it hard to enforce deadlines for the receipt of final drafts, because it is essentially dependent on the goodwill of the examiners. This means in turn that papers may arrive late, putting additional pressure on already tight editing, printing, and distribution deadlines.

443. 537. Grade 10 examiners and moderators are appointed mainly from secondary school teachers. Teachers in some schools feel that this gives students in the schools concerned an unfair advantage. As with Grade 6, examiners are not paid for their work.
444. 538. Concern has been expressed about the gender balance among examiners. Examiners are mainly male. It is argued that a better gender balance could help ensure the validity of the examinations and, more importantly, make more effective use of the whole pool of talent within the teaching service. Some people are also concerned about the number of years some examiners have been preparing papers, because using the same examiner for more than three to four years can lead to examiner fatigue, including a loss of commitment and creativity. The Government will consider a policy for preparing replacement examiners.
445. 539. **Common Material in Anglophone and Francophone Papers.** All Grade 10 papers (except the language papers) are “common”; that is, the Anglophone and Francophone versions contain the same questions. There is virtually no common material in any of the Grade 6 papers. Some progress was made between 1991 and 1994 in introducing common material into the Grade 6 papers, but this has now been completely lost. There is no reason why the system used to produce common papers in Grade 10 should not also apply in Grade 6 once the common curriculum and teaching materials have been fully introduced. In the meantime, current teaching programs can use a large amount of common material in both the mathematics and general knowledge examination papers.
446. 540. **Prescriptions.** Prescriptions for the examinations are currently sketchy, at best. (A prescription sets out which aspects of a curriculum or teaching program will be examined, and how it will be examined.) Prescriptions set the parameters within which examiners and moderators must operate, and they provide teachers with information on which aspects of a course may, for example, be included in an external examination paper. Blueprints (grids laying out how marks in an external examination will be allocated to different aspects of each subject) are also useful as a means of controlling and improving the production of examination papers.
447. 541. **Marking.** The Examinations and Assessment Unit is responsible for the appointment of markers and for the supervision of marking. Marking is done collectively; that is, markers are brought together and complete all the marking under the direction of the Chief Examiner. The system is administratively sound, but there continue to be concerns over the quality of marking. For example, Carr-Hill and Grisay in their July 1998 “Summary Report on Grade 10 Results” note that “the marking procedures used by the French and English scorers differ substantially” and refer also to “the frequent inconsistencies in the scoring procedures.”
448. 542. **Internal Assessment.** There is no internal assessment in the Grade 6 examinations. Six of the nine Grade 10 subjects include internal assessment. Unlike the Grade 12 PSSC examination, for which teachers are responsible for all aspects of internal assessment including the preparation of assessment tasks and marking schedules, a form of controlled internal assessment based on common assessment tasks is used in Grade 10. The Examinations and Assessment Unit is responsible for the preparation, printing, and distribution of assessment tasks and marking schedules. Practical tasks are done within a set time period; written tasks are done on a specified day. Teachers are responsible for administering the tasks and for marking them. After the completion of the final task, schools send the final mark for each student to the Examinations and Assessment Unit for processing.

449. 543. Moderation of the internally assessed marks from a school is carried out once the external examination marks have been processed. The external examination marks are used as a group reference standard for the moderation of the internally assessed marks for each school. This process is designed to produce between-school comparability of final internally assessed marks.
450. 544. **Processing and Reporting of Examination Marks.** All processing of both external and internal examination marks is carried out by the Examinations and Assessment Unit, using programs developed by the SPBEA. Both the entering and processing of data are carried out efficiently.
451. 545. Once all marks, both internal and external, have been processed, the Examinations and Assessment Unit produces complete lists of results as required by the Vanuatu National Examinations Board. Marks in each subject are first placed on a 15-point scale, with fixed proportions of marks at each point. These are then aggregated to produce rank order lists of candidates for each qualification. The Unit produces separate lists of Anglophone and Francophone students. The National Examinations Board is responsible for the final approval of the marks and rank order listings, and for the selection and placement of students for Grade 7, and for Grade 11 or INTV.
452. 546. In addition to reporting results to the National Examinations Board, the Examinations and Assessment Unit also reports results to schools and to individual students. Each school receives a printout of all the results for its students. Students receive an attractive certificate showing their grade out of 15 in each subject. Grades are not aggregated in any way on the certificates. The back of the certificate classifies the 15-point scale into five broad bands of achievement.
453. 547. The concept of pass or fail is not recorded anywhere on the certificates. Students are selected to go on for further education or they are not, based on their ranking and the number of places available. In practice, people often refer to those who have been selected as having passed, and those who have not as having failed. This concept of pass or fail is not related to set standards but to the number of places available in the respective Anglophone and Francophone systems. Those not selected may re-sit the examination. But students who are entering for the Grade 6 examination for a third time are automatically excluded from the selection process for Grade 7, as are students older than 13.

454. **II. School-based Assessment Programs**

455. 548. Most teachers assess their students regularly.<sup>46</sup> Often this takes the form of a Friday test on the week's work in one or more subjects. The tests have a summative purpose; all marks are collected into the teacher's workbook and are used when reporting to parents on student progress. The tests are returned to students and go into the students' own workbooks. To this extent they have a formative function: students can, if they wish, look at their performance in a test to see what they did well and where they need to improve. However, this is often difficult for an individual student to do, and teachers in general have not been trained to help individual students review and learn from their performance in tests.
456. 549. Weekly tests can also have a diagnostic function in helping teachers review both the performance of individual students and the performance of the class as a whole. It is not common for a teacher to spend time with individual students the following week

---

<sup>46</sup> The information gathered for this section of the report came from discussions with a range of people in schools and at the Vanuatu Teachers College.

discussing what they need to do to improve their understanding of the previous week's work. Generally, teachers feel they do not have much time to spend with individual students, especially if they largely practice whole-class teaching, in which the teacher is teaching at the front of the class for the majority of a lesson. In addition, teachers do not necessarily use the tests to review the performance of the class as a whole. If at least some of the students in a class have performed well in a test, the teacher generally carries on with the following week's lessons as scheduled. The teacher may make little or no attempt to modify teaching programs to take account of weaknesses shown by some, or even a majority, of students. Finally, there is little evidence to suggest that teachers see an evaluative function in their assessment programs. That is, they do not necessarily use the test outcomes over a year to modify their teaching programs for the following year.

457. 550. Two additional points must be made. First, teachers, particularly those with large classes, often feel that they simply do not have the time to work with individual students to the extent that they would like to, or the time to review their teaching programs systematically during the term. In this they are like teachers all over the world. Second, most teachers have received little or no pre-service training in assessment methodology. Some in-service training in assessment has recently been carried out in primary schools as part of the BELS program sponsored by UNESCO. This has helped the teachers concerned, but many teachers still do not fully understand how assessment, whether formative or summative, can be used to improve teaching strategies. In sum, while the Government can do more in the area of assessment methodology in schools, it must also help teachers to make the best use of the assessments they carry out during the year.

**458. III. Training in Education Assessment Methodology**

459. 551. Training in education assessment methodology was not systematically included in the program for primary Anglophone trainees at the Vanuatu Teachers College up to 1998. A professional studies program has now been prepared and a lecturer appointed; the program includes a module on assessment. A module on assessment is being included in the new course for secondary Anglophone trainees. Francophone primary and secondary trainees are taught assessment methodology within each subject program; responsibility for this rests with individual subject lecturers.
460. 552. In-service training in assessment has been included in the past in general in-service training programs, but not as a major component in the programs. As already mentioned, more emphasis has been placed recently on in-service training in assessment for primary teachers as part of the BELS program sponsored by UNESCO. In particular, two of the provincial advisors are carrying out this work.
461. 553. Since the introduction in 1996 of an internal assessment component into most Grade 10 examinations, there has been an emphasis on assessment in in-service training for secondary school teachers. As previously noted, the teachers' role in Grade 10 internal assessment is currently limited to administering and marking the tasks. It is readily acknowledged that this was the most appropriate way to introduce internal assessment into the Grade 10 examinations. It is, however, not a cost-effective form of internal assessment. In the longer term, as teachers and trainees receive more training in assessment methodology, it should be possible to consider including the results of teacher-prepared tasks as a part of the internal assessment component of the Grade 10 examinations. Similarly, internal assessment should become part of the new Grade 8 examinations that will be necessary as the Government progressively provides access to Grade 8 for all students.

#### **IV. The Vanuatu Examinations and Assessment Unit**

462. 554. The Examinations and Assessment Unit is well run and has good operational systems in place. Despite administrative problems each year, in particular in getting papers printed on schedule, papers always reach all schools before the due date of the examinations. Marking is carried out as scheduled, and the Unit produces the results as required for the Vanuatu National Examinations Board.

##### **A. Staffing**

463. 555. The Examinations and Assessment Unit is managed by the Senior Examinations Officer. The remaining staff include an Assessment Officer, an Administrative Officer, a Data Processing Officer, and a part-time Secretary/Typist. The 1998 budget provided for a second Assessment Officer.<sup>47</sup> The Examinations and Assessment Unit's main task is to run the Grade 6 and Grade 10 national examinations in November each year. Over recent years it has been required to take on a number of other tasks, including the administration in Vanuatu of the PSSC Grade 12 examinations; the administration of the PILL 1 and 2 tests; and the preparation and distribution of the internal assessment tasks and marking schedules for the Grade 10 examinations. In addition to administering the various examinations, tests, and tasks, the Unit is expected to prepare statistical analyses of the Grade 6 and Grade 10 examinations and the PILL 1 and 2 tests. It makes these available to the Ministry of Education and schools. In

---

<sup>47</sup> The original proposal was for four Assessment Officers, one Anglophone and one Francophone at each of the primary and secondary levels. This was reduced to two in the 1998 budget.



addition, it has been proposed that the Unit translate the PSSC examinations into French for Francophone Grade 12 students.

464. 556. The Unit is not adequately staffed to carry out these additional tasks. Because examination preparation and administration must take priority, the statistical analysis and reporting sometimes suffer. In particular, neither the Examinations and Assessment Unit itself nor the Ministry of Education has provided feedback to schools on PILL test results. This is unfortunate because the test results could be a valuable source of information for the Ministry, the provincial advisers, and individual schools as they seek to improve the quality of teaching and learning. Of all the assessments administered by the Examinations and Assessment Unit, the PILL tests provide the most objective performance measure of the quality of education being delivered in schools in Vanuatu.

**B. Processing of Examination Papers**

465. 557. As noted earlier, examiners and moderators help with the preparation of examination papers but do not have formal contracts and are not paid for their work. Marking of the Grades 6 and 10 examination papers is carried out in Port Vila and Luganville. The marking is well organized and completed on time, but there are concerns about the quality of the marking. Carr-Hill and Grisay's comments noted earlier are consistent with anecdotal evidence about the quality of marking in both Grade 6 and Grade 10 examinations. It seems clear that work needs to be done to improve marking quality. Consistent marking is a vital component of all assessment systems.

466. 558. The Examinations and Assessment Unit is responsible for the computer entry of all Grade 6 and Grade 10 data and for the moderation, scaling, and standardizing of marks and the production of rank order lists of candidates in each examination. The Unit handles these processes in an efficient and timely manner.

467. 559. A major problem the Examinations and Assessment Unit faces—and potentially a serious one—is getting examination papers printed. The printer in the Curriculum Development Center is used for this purpose, and it is unreliable. While this can be a problem for curriculum publications, it is a much more serious matter for the Examinations and Assessment Unit because of the examination deadlines that have to be met. (If the production of a book is delayed by a few weeks, it may cause considerable inconvenience, but this is less serious than not being able to hold the examinations at the end of the year.) The Unit is considering various options, including getting its own printer to ensure the confidentiality of the papers; placing Curriculum Development Center printer under the control of the Examinations and Assessment Unit; and outsourcing the printing of examination papers.

**468. C. Premises**

469. 560. The building currently housing the Examinations and Assessment Unit has been extended and improved in recent years. Security of confidential material is, however, still a concern. Proposals are well advanced to construct a new building for the Examinations and Assessment Unit adjacent to the current Curriculum Development Center building. This will allow, among other things, a more rational sharing between the Examinations and Assessment Unit and the Curriculum Development Center of resources such as transport, photocopiers, printers, computers, and meeting space. Careful thought will need to be given to maximizing the use of a new building while ensuring security of examination materials.

**470. V. Actions**

471. 561. The Government will take the following measures to improve the quality of assessment and therefore the quality of teaching and learning in Vanuatu. Additional assessments are not required. It is the quality rather than the quantity of assessments, and the use made of assessment results, that are important. These actions are based on the Government’s plan of access for all students to Grade 8 by 2010. They include the national systems that will be required during the phase-in period up to 2010 and the structures that should be in place by 2010.

**A. National Examinations**

472. 562. During the transition period when Vanuatu is moving from six years of universal basic education to eight years, the national assessment system will need to be flexible. The Government plans to take the following steps.

**473. National Assessment System by 2010**

474. 563. *Action 1: The Government will have in place the following national assessment system by 2010:*

475.

Level	Test / Examination	Purpose
Grade 4	PILL Test 1	Diagnostic
Grade 6	PILL Test 2	Diagnostic
Grade 8	Examination (4 subjects)	Selection for Grade 9
Grade 10	Examination (6 compulsory subjects plus optional subjects)	Selection for Grade 11 or other forms of further education
Grade 12	PSSC Examination	Selection for Grade 13 or other forms of further education
Grade 13	New Zealand University Bursaries Examination (Anglophone) Baccalauréat du Pacifique (Francophone)	Entrance to university

**PILL Tests**

476. 564. *Action 2: The Government will continue the Pacific Islands Literacy Levels 1 and 2 tests at Grade 4 and Grade 6. It will put in place procedures to ensure that analyses of the results from these tests are carried out each year. The analyses will include an*

annual analysis by school and by province, and nationally of student performance at each level; a comparison of individual Grade 6 PILL test results with performance in the Grade 6 national examinations; and longitudinal studies to measure the value added by individual schools to students' education between Grade 4 and Grade 6. It may be possible to arrange for this work to be done initially through one of the donor countries.

**477. 565. Action 3:** *The Government will make available the results of these analyses to schools as well as to the Ministry of Education's head office and provincial offices so that problems identified by the tests can be addressed and the quality of teaching improved.*

#### **Grade 6 Examinations**

**478. 566. Action 4:** *The Government will continue to offer the Grade 6 national examinations where required until access for all is ensured to Grade 8. The Grade 6 examinations will no longer be offered in community schools that can offer places in Grade 7 to all their Grade 6 students. The Grade 6 examinations are expected to be completely phased out by 2010.<sup>48</sup>*

**479. 567. Action 5:** *The Government will abolish the criterion specifying that students older than 13 are automatically excluded from entrance to Grade 7.<sup>49</sup>*

**480. 568. Action 6:** *The Government will produce common (French and English) examination papers. Common papers in mathematics, based on the recently published common mathematics program for Grades 1 to 6, will use procedures similar to those already in place in Grade 10. The Government will also urgently prepare a common examination prescription for the general knowledge/Éveil papers. The various aspects of the subject are already taught in both Anglophone and Francophone schools. In addition, the Government will include common material in the two language papers as far as possible—for example, passages and questions for written comprehension.*

#### **Grade 8 Examinations**

**481. 569. Action 7:** *The Government will establish a selection examination at the end of Grade 8 as soon as schools begin to offer places to all their students entering Grades 7 and 8. Eventually all Grade 8 students will sit this examination.*

**482. 570. Action 8:** *The Government will consider which subjects are to be included in the Grade 8 examination, besides papers in language and mathematics. Two additional papers will be considered: one in social sciences (including history and geography) and one in basic sciences. Examination prescriptions will be written for each subject, based on the relevant curriculums, and common examination papers will be produced.*

#### **Grade 10 Examinations**

**484. 571. Action 9:** *The Government will continue to use a selection examination at the end of Grade 10, both through the transition period to 2010 and after 2010. This is because not all students will be able to continue to Grade 12, even though provincial high schools will eventually become Grades 9–12 schools. The examination will be similar to that already in place in Grade 10, with common examination papers and internal assessment.*

#### **Grade 12 Examinations**

---

<sup>48</sup> The diagnostic function sometimes attributed to this examination can be carried out more effectively through the PILL tests, which are designed for diagnostic purposes.)

<sup>49</sup> The criterion excluding students who are sitting the examination for a third time should remain until more places are available in Grade 7.

485. 572. **Action 10:** *The Government will have Anglophone students continue to sit the PSSC examinations. The Government will also weigh the advantages of translating the PSSC papers into French for the Francophone students against the additional costs that would be incurred. Such a move would provide an international benchmark for Francophone students similar to that already available for Anglophone students (see Attachment A).*

#### **Grade 13/14 Examinations**

486. 573. **Action 11:** *The Government will modify the Grade 13/14 examinations as needed to meet the needs of students in the respective Anglophone and Francophone systems. It will also continue with the current New Zealand University Bursaries examination offered in Vanuatu (see Attachment A).*

487. 574. **Action 12:** *The Government will fully investigate the implications of introducing a Baccalauréat du Pacifique for Francophone students. The need for systems that provide better access for Francophone students to tertiary education is clear.*

#### **Internal Assessment**

488. 575. **Action 13:** *The Government will make school-based assessment (internal assessment) a part of all national examinations from Grade 8 onward.*

#### **B. The Examinations and Assessment Unit**

489. 576. **Action 14:** *The Government will maintain sufficient staffing of the Examinations and Assessment Unit to allow for the increased range of activities required of it. A second Assessment Officer will be appointed.*
490. 577. **Action 15:** *The Government will provide training for Assessment Officers and others in the Unit. The professional aspects of marking should be under the control such appropriately trained professionals. Training should also be provided for Chief Examiners both in preparing marking schedules and in marking. Training should also be provided where necessary in methods of ensuring between-marker consistency when more than one marker is involved in the marking of a subject. Finally, back-up training is needed so that if the current Data Processing Officer becomes unavailable, the work can continue with a minimum of disruption.*
491. 578. **Action 16:** *The Government will conduct a review of the use of data from national tests and examinations (including the PILL tests) to improve the quality of education offered by schools. The review will consider the most efficient means of processing, analyzing, and disseminating the data, and the steps to be taken when the data identify schools with high numbers of at-risk students.*
492. 579. **Action 17:** *The Government will place all examiners and moderators for national examinations on performance-based contracts. To improve the reliability and validity of national assessments, the Government will also undertake a review to determine the most suitable methods of appointing, training, and supervising Grade 6 and Grade 10 (and eventually Grade 8) examiners and markers.*
493. 580. **Action 18:** *The Government will prepare subject prescriptions and blueprints for the Grade 6, Grade 10, and eventually Grade 8 examinations.*
494. 581. **Action 19:** *The Government will carry out a review of the material needs (for example: storage, transport, printing, computers) of the Examinations and Assessment Unit and the Curriculum Development Center. This review will be done in conjunction with the construction of new premises for the Examinations and Assessment Unit in order to maximize the use of the available facilities.*

#### **495. C. Training in Education Assessment Methodology**

496. 582. **Action 20:** *The Government will review current training in assessment methodology provided at the Vanuatu Teachers College. The review will include Anglophone and Francophone programs at both primary and secondary levels. The review will evaluate the extent to which the College emphasizes the diagnostic and formative functions of assessment as well as its summative function.*
497. 583. **Action 21:** *The Government will offer common programs in assessment methodology to both Anglophone and Francophone trainees, based on the unified curriculum.*
498. 584. **Action 22:** *The Government will provide training for Provincial Education Officers, pedagogical advisers, head teachers, and principals in the effective use of assessment in classrooms, so that this can form an important part of their in-service training programs.*
499. 585. **Action 23:** *The Government will also give training at both pre-service and in-service levels in the ongoing evaluation of teaching programs.*

#### **VI. Costs**

500. 586. The only significant cost implication in these recommendations is in the transition period while both Grade 6 and Grade 8 national examinations are being run.

The additional costs will be for setting Grade 8 examination papers. Setting examination papers is not a large component in the overall costs of running an examination, which includes setting, administering, marking, and results processing. The actual number of students involved will be about the same as if all students were sitting Grade 6 examinations; there will simply be a gradual increase in the number of students sitting their first selection examination at Grade 8 instead of at Grade 6.

501. 587. The New Zealand Education Assistance Program currently provides NZ\$10,000 (about VT 650,000) for Grade 6 and Grade 10 examination workshops. Based on this figure, an estimated NZ\$4,000 (VT 260,000) will be required for a Grade 8 workshop. Other costs, including printing and marking, would largely be offset by corresponding reductions in Grade 6 examination costs.
502. 588. Potential additional costs related specifically to Francophone schools are the costs of translating the Grade 12 PSSC examination papers into French and administering the examination, as well as the costs of setting up a Baccalauréat du Pacifique. Further work needs to be done on the educational implications of these two proposals, and so the cost of implementing them has not yet been estimated.
503. 589. Systems already exist to carry out the analysis of the PILL test results. For example, a detailed analysis has been made of the 1996 results.
504. 590. The recommendations concerning training in assessment methodology can be carried out within the existing budgets for pre-service and in-service training.

**ATTACHMENT A:  
CHARACTERISTICS OF INDIVIDUAL EXAMINATIONS**

**Pacific Islands Literacy Levels Test 1 (PILL 1)**

Candidates	All Grade 4 students, Anglophone and Francophone
Subjects	Language (English or French); number
Assessment	A single written test including language and number sections
Preparation and administration	The test is prepared in English by SPBEA and administered by the Vanuatu Examinations and Assessment Unit. It is translated into French by the Examinations and Assessment Unit for Vanuatu's Francophone students.
Purpose	Diagnostic. The test is used in a number of Pacific Island states. It is intended to provide feedback to national agencies and schools on the literacy and numeracy levels of Grade 4 students.
Outcomes	A report prepared by the Vanuatu Examinations and Assessment Unit. This includes sets of provincial and national performance data for Anglophone and Francophone students, and for both groups combined. There is also a comment on performance in some individual low-achieving and high-achieving schools in the 1996 report.
Comments	<p>First used in 1994. The reports for 1994–96 have been published by the Vanuatu Examinations and Assessment Unit but not widely distributed. Feedback has in general not been provided to individual schools.</p> <p>The 1996 report notes that “in both 1994 and 1995, reports were written and presented to the Ministry of Education for consideration and follow up. The information collected is believed to be the most comprehensive and valid ever gathered in Vanuatu, especially in Grade 4. It is indeed a tragedy that there is hardly any attempt to follow up the reports and findings in a meaningful way.”</p>

**Pacific Islands Literacy Levels Test 2 (PILL 2)**

Candidates	All Grade 6 students, Anglophone and Francophone
Subjects	Language (English or French); number
Assessment	A single written test including language and number sections
Preparation and administration	The test is prepared in English by the SPBEA and administered by the

administration	Vanuatu Examinations and Assessment Unit. It is translated into French by the Examinations and Assessment Unit for Vanuatu's Francophone students.
Purpose	Diagnostic. The test is used in a number of Pacific Island states. It is intended to provide feedback to national agencies and schools on the literacy and numeracy levels of Grade 6 students.
Outcomes	A report prepared by the Vanuatu Examinations and Assessment Unit. This includes sets of provincial and national performance data for Anglophone and Francophone students, and for both groups combined.
Comments	<p>First used in 1995. The reports for 1995–96 have been published by the Vanuatu Examinations and Assessment Unit but not widely distributed. Feedback has not been provided to individual schools.</p> <p>No work has yet been carried out on a longitudinal comparison of the progress made by students in individual schools between Grade 4 and Grade 6. Such comparisons could be used as a measurement of the “value added” to students by individual schools.</p> <p>PILL 2 results could also be correlated with performance in the Grade 6 National Primary Examination, as an indicator of the validity of the Grade 6 examinations.</p>



**National Primary Examination / Examen Primaire National**

Candidates	All Grade 6 students, Anglophone and Francophone
Subjects	Language (English or French); mathematics; general knowledge
Assessment	A written examination in each subject
Preparation and administration	The examination is prepared and administered through the Vanuatu Examinations and Assessment Unit. The Anglophone and Francophone examination in each subject is prepared separately by a Chief Examiner and Assistant Chief Examiner, and moderated by an independent moderator. The papers are largely prepared during a one-week workshop held in August of the year before the examination, and attended by an Assessment Officer from the SPBEA. Papers are then completed by the Chief Examiners in their own time. Examiners and moderators come mainly from Curriculum Development and Teachers College staff. Virtually no material in any of the papers is common between the examinations in the two languages.
Purpose	Selection. Results from the examination determine which students will go on to junior secondary school (Grade 7).
Outcomes	Students are ranked on a 15-point scale in each of the three subjects, for an overall score of up to 45. There is a separate ranking list for Anglophone and Francophone students. The rankings are then used to select students to go on to Grade 7 according to the number of secondary school places available in the respective systems. The cut-off point for Anglophone students in 1997 was 27/45 and for Francophone students, 22/45.
Comments	In 1997, 34.3 percent of Anglophone and 58.7 percent of Francophone students were selected to go on to Grade 7. These percentages have nothing to do with the relative abilities of the two cohorts; they are determined by the places available nationally in Grade 7. (See Attachment B for a summary of 1997 results.) On the contrary, the 1996 PILL 2 test data (see Attachment C) indicate that the Grade 6 Anglophone students are stronger in both literacy and numeracy than the Francophone students. These two factors (the proportional number of places available in Anglophone and Francophone secondary schools and the comparative ability level of the students as measured by the PILL tests) suggest that the overall ability of students entering secondary school is weaker in Francophone than in Anglophone secondary schools.

Students who are entering for the examination for a third time are automatically excluded from the selection process for Grade 7, as are students older than 13. While the exclusion of repeat testers can be justified, the age exclusion could be denying very capable students who

were unable to qualify at age 13 or younger, through no fault of their own (e.g., illness, isolation), the chance to continue their education.

### **Grade 10 Examination / Examen de l'Année Dix**

Candidates	Grade 10 students, Anglophone and Francophone
Subjects	English, French, mathematics, basic sciences, social sciences, agriculture, home economics, industrial arts, religious instruction. The first six, the “core” subjects, are compulsory. Students do one or more of the remaining three according to the subject’s availability in their school.
Assessment	A written examination in each subject; most subjects (except mathematics, social sciences, and religious instruction) also have internal assessment.
Preparation and administration	The examination is prepared and administered through the Vanuatu Examinations and Assessment Unit. There is a common paper in all subjects except the languages. Each paper is prepared jointly by an Anglophone and a Francophone Chief Examiner, and then moderated by an independent moderator. The examiners work together; the general pattern is that each examiner prepares half the paper in her or his own language, and translates the other half of the paper. Moderators are bilingual to a greater or lesser degree. The papers are largely prepared during a one-week workshop in May of the year of the examination, attended by an Assessment Officer from the SPBEA, and then completed if necessary by the Chief Examiners in their own time. Examiners and moderators come mainly from senior secondary schools. There are two separate papers in each of the languages—one for Anglophones and one for Francophones. There is some common material in the two “second language” papers, none in the “first language” papers.
Purpose	Selection. Results from the examination determine which students will go on to Grade 11 or to the National Institute of Technology of Vanuatu (Institut National de Technologie de Vanuatu, or INTV).
Outcomes	Students are placed on a 15-point scale in each of the six compulsory subjects, to give an overall score of up to 90 (the remaining three subjects are not counted for selection purposes). There is a separate ranking list for Anglophone and Francophone students. The ranking is then used to select students to go on to Grade 11 or to the INTV according to the number of secondary school and INTV places available. The cut-off point for Anglophone students in 1997 was 53/90 and for Francophone students 34/90.
Comments	In 1997, 46.3 percent of Anglophone students were selected to go on to Grade 11 (33.1 percent) or to INTV (13.2 percent). Of the Francophone students, 59.7 percent were selected to go on to Grade 11 (30.1 percent)

or to INTV (29.6 percent). Students can express a preference for a secondary school or INTV and are placed according to their ranking and preference. Again, the total Anglophone and Francophone percentages have nothing to do with the relative abilities of the two cohorts; they are determined by the places available nationally in the respective systems for Grade 11 students, and at INTV. (See Attachment B for a summary of 1997 results.) Note the higher proportion (and higher absolute numbers) of Francophone students opting for or being placed in INTV.

Teachers in some schools have complained that some of the examiners are teaching their subject in Grade 10 in the year of the examination; they feel that this gives students in the schools concerned an unfair advantage. The advantage is possibly more perceived than real, and in general the teachers do not seek to become examiners; they regard it as a chore rather than a benefit. It is difficult to see where else the examiners could be drawn from, given the limited pool of expertise at this level in Vanuatu.

### **Pacific Senior Secondary Certificate (PSSC)**

Candidates	Grade 12 Anglophone students
Subjects	Thirteen subjects are available; 11 of these are taught in the three Anglophone schools teaching Grade 12 students (Malapoa and Matevulu Colleges and Aore Adventist Academy). Most candidates enter five subjects; some candidates at Malapoa enter in six (or occasionally more) subjects. The average in 1996 was 5.4 subjects.
Assessment	A written examination plus internal assessment (IA) in each subject. In most subjects the ratio is 60:40 EXAM:IA; two subjects have a 50:50 ratio.
Preparation and administration	The examination is prepared by the SPBEA and administered by the Vanuatu Examinations and Assessment Unit.
Purpose	Further studies, either by scholarship in a secondary school overseas; to Grade 13 in Malapoa or Matevulu Colleges to prepare for the New Zealand University Bursaries examination; to a Foundation course at the University of the South Pacific (USP) in Port Vila; or to a preparatory course at USP in Fiji. Students may follow further studies as above, go to INTV, or seek to enter the workforce.
Outcomes	Students receive a grade from 1 to 9 in each subject. A grade of 12 or better in “English plus best three other subjects” has become the recognized achievement level within the SPBEA countries for students aspiring to the chance for education at university level.
Comments	In 1996, 28.4 percent of Vanuatu candidates achieved a total of 12 or better in “English plus best three other subjects”—40 candidates total. A further 25.5 percent of candidates (36 in total) achieved a total of 15 or

less; some of these could be expected to achieve successfully at university level. Vanuatu has a higher proportion of its PSSC *candidature* achieving top grades than many other PSSC countries. Vanuatu is also more rigorously selective in the proportion of students entering senior secondary school than most other PSSC countries, and its percentage of the *whole age group* achieving PSSC success is a little less than the regional average. The 1996 SPBEA report notes that “there may be greater numbers of [Anglophone] students in Vanuatu who could gain from a Grade 12 education than are currently able to do so.”

### **Diplôme de l’Année Douze**

Candidates	Grade 12 Francophone students at the Lycée Bougainville
Subjects	Eight subjects; students study all eight. Results are weighted according to whether students are following “la section littéraire ou scientifique.”
Assessment	A written examination (25 percent) plus internal assessment (25 percent per term) in each subject.
Preparation and administration	The examination is prepared and administered by teachers at the Lycée.
Purpose	Selection for a further two years at the Lycée. Selection is based on internal assessment results; students must also pass the end-of-year examination.
Outcomes	Further studies at the Lycée. Those not selected may go to the Vanuatu Teachers College (CFEB), the INTV, or the University of the South Pacific, or they may enter the workforce.
Comments	Since this is an examination set and a qualification gained entirely within a single school, there is currently no external quality check on standards. In 1999 the Collège de Santo will have Année 12 students, and the examination will need to be set in common by and for the two schools. The Vanuatu Examinations and Assessment Unit could provide some assistance for this. A proposal was put forward some years ago to prepare a French version of the PSSC examination for Vanuatu’s Francophone students. The SPBEA advised that all costs associated with activities such as translation and printing would have to be met by Vanuatu, and the proposal was abandoned on cost grounds. The proposal may be revisited. It would have the advantage, if properly arranged, of providing a Pacific-wide standards benchmark for Vanuatu’s Francophone students at senior secondary level.

### **New Zealand University Entrance, Bursaries and Scholarships (UEBS)**

Candidates	Grade 13 Anglophone students
Subjects	Some 32 subjects are available; 11 of these are taught in the two Anglophone schools teaching Grade 13 students (Malapoa and Matevulu Colleges). Candidates enter in 5 subjects. While English is not a prerequisite for entry to the examination, it is compulsory for Vanuatu students for scholarship purposes.
Assessment	A written examination in each subject; some subjects also have internal assessment of between 20 and 40 percent.
Preparation and administration	The examination, commonly referred to as the Bursary examination, is prepared and administered by the New Zealand Qualifications Authority.
Purpose	The main purpose of the examination in both New Zealand and Vanuatu is to provide entry to universities in New Zealand, Australia, and elsewhere. In Vanuatu, the examination also serves as a means of selection for scholarships to universities in New Zealand.
Outcomes	Students receive a percentage mark in each subject. Three C grades (46 percent) or better qualify students for university entrance. Marks are aggregated across a student's five best subjects to provide a rank order of students for selection purposes. Students in New Zealand gaining an aggregate of 250 or more qualify for a small bursary (hence the popular name for the qualification), but this is of no direct relevance in Vanuatu.
Comments	In 1997, 14 out of 24 candidates from Malapoa College and 7 out of 30 candidates from Matevulu College qualified for New Zealand University Entrance. Performance varies from subject to subject and school to school; there is no clear pattern of greater success in the sciences than in the social sciences, for example. It should be noted that the best Grade 12 candidates receive Aotearoa scholarships to do a Grade 13 course in New Zealand; all of these candidates could be expected to qualify for University Entrance.

### **University of the South Pacific Foundation Course**

Candidates	Grade 13 Anglophone students
Subjects	Fourteen subjects are available in the sciences and social sciences. From 1999, only the science courses will be available through the Port Vila campus of the University of the South Pacific; students wishing to qualify for entry to degree studies in social sciences will be able to study Foundation social sciences through Extension Studies' distance education course packages.
Assessment	A written examination in each subject plus internal assessment
Preparation and administration	The examination is prepared and administered by USP.

## administration

Purpose	To gain admission to degree studies at USP.
Outcomes	Students require passes in seven courses to qualify for further studies at USP. Minimum pass requirements in specific subjects are set for admission to B.Sc. and B.A. programs.
Comments	Students who are successful in the Grade 12 PSSC examination are offered places in courses either in Grade 13 at Malapoa or Matevulu Colleges, or in the Foundation course, according to their preferences and the places available in each institution. The New Zealand Government provides some scholarships for students to attend the Foundation courses; these scholarships are now available only for science courses. Foundation course teaching personnel feel that the best students are being selected for the two senior secondary colleges. If so, this may reflect the expressed preferences of the students concerned.

**Diplôme de l'Année Quatorze**

Candidates	Grade 14 Francophone students at the Lycée in Port Vila
Subjects	Seven subjects; students study all seven.
Assessment	Students must pass a written examination at the end of Grade 13 to qualify for Grade 14. There is a written examination at the end of Grade 14, in November. Students must pass this examination and also have satisfactory internal assessment marks during the year. "Un examen de rattrapage" can be taken in February by students who do not pass the November examination.
Preparation and administration	Teachers at the Lycée prepare the papers, and the Lycée administers the examination. Papers are marked by lecturers at the Université Française du Pacifique in Nouméa.
Purpose	To gain admission to first-year degree studies at the Université Française du Pacifique.
Outcomes	Successful students receive scholarships to go on to study in Nouméa. This includes students who pass the November examinations and those who pass the "catch-up" examination in February. Other students go on to tertiary studies in Vanuatu, Fiji, or New Zealand, or join the workforce.
Comments	Students who obtain good results in the DEUG (a diploma awarded after two years' university study) in Nouméa can receive scholarships to further their studies at universities in France. There is concern about the narrow range of opportunities for university studies (essentially limited to the Université Française du Pacifique in Nouméa) available for students who gain this qualification. Whether the Année 14 should continue has

been debated. Some wish to see a baccalauréat (a Baccalauréat du Pacifique) re-established as the qualification for Francophone students in Vanuatu, though this will require an improvement in student standards, particularly in French language. Another option is to improve the Francophone students' ability in English so that they become bilingual to the point that they could qualify for entrance to universities in, for example, New Zealand, Australia, or Fiji.

**ATTACHMENT B:  
1997 NATIONAL YEAR 6 AND YEAR 10 EXAMINATION RESULTS**

**Attachment Table 1: Year 6 Examination Results, 1997**

	<b>Anglophone</b>	<b>Francophone</b>	<b>Total</b>
Total students	3,350	1,552	4,902
Students selected for Grade 7	1,149 (34.3%)	911 (58.7%)	2,060 (42.0%)
Students not selected for further education	2,201 (65.7%)	641 (41.3%)	2,842 (58.0%)
Cut-off mark for selection (maximum possible mark 45)	27	22	

**Attachment Table 2: Year 10 Examination Results, 1997**

	<b>Anglophone</b>	<b>Francophone</b>	<b>Total</b>
Total students	713	452	1,165
Students selected for Grade 11	236 (33.1%)	136 (30.1%)	372 (31.9%)
Students selected for INTV	94 (13.2%)	134 (29.6%)	228 (19.6%)
Students not selected for further education	383 (53.7%)	182 (40.3%)	565 (48.5%)
Cut-off mark for selection (maximum possible mark 90)	Colleges: 54 INTV: 59 (F); 53 (M)	Collèges: 41 INTV: 43 (F); 34 (M)	

*Notes:* There is no pass or fail as such. Students are selected to go on for further education or they are not, based on their ranking and the number of places available. People often refer to those who have been selected as having passed, and those who have not as having failed. Students receive a certificate showing their result in each subject on a 15-point scale. The back of the certificate classifies the 15 points into five broad bands of achievement.



**ATTACHMENT C:  
PACIFIC ISLANDS LITERACY LEVELS (PILL) SUMMARY DATA**

<b>Attachment Table 1: Vanuatu PILL 1 (Year 4) 1996 – Summary</b>								
<b>Subject</b>	<b>Gender</b>	<b>Number</b>	<b>Level 5</b>	<b>Level 4</b>	<b>Level 3</b>	<b>Level 2</b>	<b>Level 1</b>	<b>% Level 1</b>
Français	garçons	819	5	36	113	182	483	59%
	filles	729	12	38	144	201	334	46%
	<b>Total</b>	<b>1548</b>	<b>17</b>	<b>74</b>	<b>257</b>	<b>383</b>	<b>817</b>	<b>53%</b>
English	boys	1441	252	219	273	338	359	25%
	girls	1251	282	253	279	244	193	15%
	<b>Total</b>	<b>2692</b>	<b>534</b>	<b>472</b>	<b>552</b>	<b>582</b>	<b>552</b>	<b>21%</b>
Numeracy	garçons	825	-----	102	289	271	163	20%
	filles	748	-----	80	269	269	130	17%
	<b>Total</b>	<b>1573</b>	<b>-----</b>	<b>182</b>	<b>558</b>	<b>540</b>	<b>293</b>	<b>19%</b>
Numeracy	boys	1448	-----	229	463	481	275	19%
	girls	1268	-----	238	465	407	158	12%
	<b>Total</b>	<b>2716</b>	<b>-----</b>	<b>467</b>	<b>928</b>	<b>888</b>	<b>433</b>	<b>16%</b>

*Notes:* 83 Francophone and 163 Anglophone schools are included in the data. Level 5 is highest in language; Level 4 is highest in numeracy. Level 1 students are “at risk”; they have acquired no significant knowledge in the subject.

<b>Attachment Table 2: Vanuatu PILL 2 (Year 6) 1996 – Summary</b>								
<b>Subject</b>	<b>Gender</b>	<b>Number</b>	<b>Level 4</b>	<b>Level 3</b>	<b>Level 2</b>	<b>Level 1</b>	<b>% Level 1</b>	
Français -	garçons	768	39	104	195	430	56%	
écrit	filles	769	59	127	217	366	48%	
	<b>Total</b>	<b>1537</b>	<b>98</b>	<b>231</b>	<b>412</b>	<b>796</b>	<b>52%</b>	
Français -	garçons	769	22	149	280	318	41%	
lecture	filles	778	33	207	281	257	33%	
	<b>Total</b>	<b>1547</b>	<b>55</b>	<b>356</b>	<b>561</b>	<b>575</b>	<b>37%</b>	
English -	boys	1238	203	375	368	292	24%	
writing	girls	1293	263	399	390	241	19%	
	<b>Total</b>	<b>2531</b>	<b>466</b>	<b>774</b>	<b>758</b>	<b>533</b>	<b>21%</b>	
English -	boys	1481	232	509	353	387	26%	
reading	girls	1473	289	579	341	264	18%	
	<b>Total</b>	<b>2954</b>	<b>521</b>	<b>1088</b>	<b>694</b>	<b>651</b>	<b>22%</b>	
Numeracy	garçons	756	10	148	413	185	24%	
	filles	778	8	180	447	143	18%	
	<b>Total</b>	<b>1534</b>	<b>18</b>	<b>328</b>	<b>860</b>	<b>328</b>	<b>21%</b>	
Numeracy	boys	1490	290	534	420	246	17%	
	girls	1471	263	563	431	214	15%	
	<b>Total</b>	<b>2961</b>	<b>553</b>	<b>1097</b>	<b>851</b>	<b>460</b>	<b>16%</b>	

*Notes:* 73 Francophone and 138 Anglophone schools are included in the data. Level 4 is the highest grade obtainable in Grade 6 in both language and numeracy. Level 1 students are “at risk”; they have acquired no significant knowledge in the subject.

## Annex 11

Republic of Vanuatu • Education Master Plan, 2000–2010

**SCHOOL FACILITIES CONSTRUCTION AND MAINTENANCE**

<b>Contents</b>	
I.	School Mapping
II.	School Building Design and Construction
III.	School Maintenance
IV.	School Furniture, Water Supply, and Toilets
<b>Attachment:</b>	
Attachment A: School Mapping: Criteria for School Renovation and Construction	

505. 591. This annex focuses on the main issues that will affect school design, construction, and maintenance at pre-school, primary, and secondary levels under the new basic education system of this Master Plan. These issues are the completion of a comprehensive school map; the establishment of appropriate standards for the design of classrooms and other facilities at all levels; the provision of teachers’ housing, clean water, appropriate toilets, and correctly sized furniture; and the construction, repair, and maintenance of school facilities.

506. 592. The new school structure outlined in this Master Plan greatly affects Vanuatu’s school construction plans. Under the new system, an increasing number of children will attend pre-school, all children will have a basic education from Grade 1 to Grade 8, a minority will go on to Grades 9, 10, 11, and 12, and a smaller number will then go on to Grade 13. The new system, described in detail elsewhere in this Plan, will be as follows:

Pre-school	Age 5	Grade 0
Community School	Ages 6–7	Grades 1–2
Primary School	Ages 8–13	Grades 3–8
Provincial Secondary School	Ages 14–18	Grades 9–12
Senior Secondary School	Age 19	Grade 13 (14)

507. 593. Pre-school and Grades 1 and 2 will form community schools, supported and run to a large extent by small communities. Primary schools will serve larger villages or groups of villages, and they will probably be built by agencies such as churches acting for the Government. Provincial secondary schools will offer secondary education to children within a province, a change designed to do away with the need to send children to other islands. Senior secondary schools will be centers of excellence for the small number of children moving on to further education.

**I. School Mapping**

508. 594. Vanuatu already has many primary schools and more are still being built. A number of junior secondary schools are also being established or developed from primary schools. The Ministry of Education has no accurate records of these schools or of the communities that they serve. But there are probably too many small or underused primary schools, which therefore represent a waste of scarce resources. The Ministry urgently needs a complete and up-to-date school map showing all schools in the country and their facilities. With that tool, the Ministry can plan for the closure of redundant schools, the construction of new schools, the provision of additional facilities where required, and for the renovation and maintenance of existing facilities at all levels of the education system. When locating new schools, especially provincial high schools, the Government will take into account the advice of the Rural Water Supply Unit so that schools will have a dependable, clean water supply, if possible.
509. 595. The 1993 school map was a good start to the school mapping exercise. The type of information required to complete that exercise includes details of the type of construction, size, and present condition of all school buildings, lavatories, and water supplies. The map should also have information about enrollment, teachers, communities served, and other key data. Details are in Attachment A.
510. 596. **Action 1:** *The Government will re-enter the details of the 1993 school map, updated and completed, into the Ministry of Education's database.*
511. 597. **Action 2:** *The Government will establish criteria for locating the new community schools under the Master Plan; for selecting the existing primary schools that are to be kept and developed as larger primary schools; and for locating the new provincial high schools.*

## II. School Building Design and Construction

### A. Pre-Schools

512. 598. The need for pre-school facilities can probably be best met by assisting communities to build improved traditional buildings that would offer larger, better ventilated, and better lit spaces than those presently being used. Perfectly adequate buildings can be provided in this way. But they will require much maintenance, and components such as the thatched roof will require changing every three years or so. They will not be cyclone-proof and will probably have to be replaced after cyclones. Classroom size should be at least 2m<sup>2</sup> per child. A covered play space in the form of a veranda that can be supervised should be provided if possible. Space should also be made available for an outside play area that can also be properly supervised. It should be equipped with basic play equipment such as a climbing frame, a sand-pit, and swings, all of which could be made of local materials. Improvements could be made to these traditional buildings, for instance, by providing a concrete floor if funds are available.
513. 599. A better standard of facility in the form of semi-permanent buildings could be provided if funds are available from private bodies such as church organizations. Communities or village builders are capable of constructing adequate semi-permanent buildings, but they need good designs and skilled supervision to ensure that the buildings are properly built and have adequate cyclone-proofing.
514. 600. Preliminary designs for pre-schools using local materials, showing recommended classroom sizes and related information, have been prepared. The pre-schools could form community schools along with primary schools in small communities.
515. 601. **Action 3:** The Government will assist communities in building improved traditional pre-school buildings and encourage schools to seek private funds for semi-permanent buildings. The Government will also assist pre-schools in providing clean drinking water supplies and appropriate, functioning toilets.

#### **B. Community and Primary Schools**

516. 602. The main issues affecting primary school facilities are unplanned development of schools, the lack of facilities in some communities, and the waste of resources in other communities because of low attendance, too many classrooms, and small class sizes. Such inefficiency is related to the lack of standards for classroom design and the general oversizing of classrooms. Other issues are the poor standard of construction of many school buildings and the absence of any regular or cyclical maintenance program that has led to many schools to need major renovations. Many if not most rural schools also lack clean drinking water supplies and appropriate toilets. Another problem is the presence of dangerous asbestos cladding in many of the older schools. The Ministry will prepare a program for constructing new small community schools of local materials, but the Ministry will seek to stop the unplanned development of schools by churches and community groups.
517. 603. **Action 4: The Government will** prepare a plan for closing down unwanted schools, locating additional required community and primary schools, and renovating and extending the existing primary schools that are retained. The Ministry of Education will prepare this plan, to be phased in over a number of years, after completing the national school map. The Ministry must approve any schools that are to be developed by any group in the future, and those schools should conform to the requirements of the school map.
518. 604. **Classroom Size.** Classrooms for both community schools and new primary schools will be based on a 36-student class seated at double desks. Under the proposed new system, primary schools will take children up to Grade 8. The schools will therefore require larger furniture and thus larger classroom sizes than the community schools that take children up to Grade 2. Preliminary designs developed for both have been prepared.

The community school classroom is 6.0m wide × 7.8m long, giving a classroom area of 46.8m<sup>2</sup> and an area per student of 1.3m<sup>2</sup>. The primary school classroom is 7.0m wide × 7.8m long, giving a classroom area of 54.6m<sup>2</sup> and an area per student of 1.51m<sup>2</sup>.

519. 605. **Classroom Requirements.** Community schools will be one- or two-classroom schools serving small communities and built of traditional or semi-permanent materials by the local residents themselves. They may also incorporate a pre-school, as stated above. Primary schools will consist of 6 classrooms (or 12 if the school has two streams) and include a multi-purpose room, a head teacher's office, a bursar's office, a staff room, and stores. If the traditional front-access veranda is not provided, an equivalent floor area can be used instead for a larger covered veranda between two classrooms. This change creates an additional space for teaching or other purposes. It also removes an element, the front-access veranda, that is difficult to cyclone-proof.
520. 606. Under the new system, an additional 3,223 children in Grades 7 and 8 must be accommodated at the enlarged primary schools. In theory, Vanuatu currently has enough classroom spaces to accommodate them, even counting only the concrete block and stone classrooms (though most of these would require complete renovation). Multi-purpose rooms would have to be built at approximately 138 primary schools, but these need only be fairly basic rooms without electricity or running water.
521. 607. **Construction.** As the system expands, primary schools offering Classes 3 through 8 will continue to be built and maintained by communities with the help of the government (teachers' salaries and materials). Communities may construct primary school buildings of traditional, semi-permanent, or permanent materials. Recent research in Southern Africa by the International Institute for Educational Planning has indicated a strong link between improved reading in Grade 6 and the extent to which school heads perceive their school buildings to be in need of major repair or total rebuilding. In other words, good buildings in a better state of repair can produce better educational results.
522. 608. In addition, the overall number of schools should be reduced through the school mapping exercise, and fewer of the larger Grade 3 to 8 primary schools will be required. In light of this reduced requirement, and the above research, it would be better for communities to build the Grade 3 to 8 primary schools of permanent materials. Such materials as concrete floor slabs, rendered concrete block walls, timber shutters, and color-bond roof sheets and ceilings should be used if possible. The buildings, even if constructed of permanent materials, will be simple and not require electricity or running water. However, competent supervision will be required to ensure that they are built properly. The Government will seek donor funds when necessary.
523. 609. If well constructed, the buildings will require less maintenance, but a proper maintenance program should be established for all primary schools to protect the public's investment. The buildings will have the further advantage of being able to serve as refuges for students and members of the communities during cyclones. The schools built with asbestos sheets for cladding should be replaced as soon as possible and the asbestos disposed of safely. Finally, it is essential that clean drinking water supplies and appropriate, functioning toilets are provided at every school.
524. 610. **Action 5: The Government will** establish standard classroom sizes and school construction standards for both community schools and new primary schools built by church and community groups. Grades 3 to 8 primary schools will be built of permanent materials, when possible, and have clean water and toilets. The Government will encourage each school to establish a maintenance program.

### C. Provincial Secondary Schools

525. 611. The main issue affecting the junior secondary system is the lack of schools and student places. The total enrollment is only 31 percent of the school age population aged 12 to 16. Among the other issues is the inappropriate level of provision of some facilities at the newer schools. Another is the poor quality and insufficient number of teaching and dormitory facilities at many of the rural primary schools that have been converted to junior secondary schools. Many schools also do not have regular repair and cyclical maintenance, or adequate clean water supplies and appropriate toilets.
526. 612. The proposed changes in the school system, described earlier, will help address the shortage of schools and student places. If the present system were to be retained, the country would need a large expansion at the junior secondary level. Vanuatu's population of children in the 12–16 age group is approximately 17,500, the equivalent of 486 classes (at 36 students per class). But only 5,410 children are enrolled, the equivalent of 150 classes. There is therefore a shortfall for all children in the age group of 336 classes, or the equivalent of approximately 84 single-stream junior secondary schools. If Vanuatu were to build these 84 schools, they would require fairly sophisticated specialist rooms, such as laboratories and workshops, together with electricity and running water; the majority would also require boarding accommodation. The construction program would therefore be very expensive.
527. 613. **Needs and Specifications.** Under the new system, the present junior and senior secondary schools will become provincial secondary schools for Grades 9 to 12. Vanuatu currently has 2,823 children in this age group, a total of 78 classes at 36 per class. There are already 155 classes available, so the country does not need an immediate classroom building program to accommodate them. But it does need a (phased) program to renovate nearly all of the existing buildings, to build specialist classrooms and proper dormitories, and to provide electricity and running water. This program will not be as expensive as the program to build the junior secondary schools that would be required if the present system were retained.
528. 614. Two-stream provincial secondary schools would make more efficient use of the specialist facilities to be provided, so the Government will encourage this option wherever the numbers of students justify it. The program will include a proper maintenance program, clean drinking water supplies, and appropriate, functioning toilets for every secondary school.
529. 615. **Action 6:** *The Government will* adopt the new school structure because it is not only more appropriate for the educational needs of the country but is also the more economic option for expanding enrollment.
530. 616. **Action 7:** *The Government will* examine the specifications for classrooms, specialist rooms, and equipment for the provincial secondary schools, and adopt more appropriate sizes and specifications.

#### **D. Senior Secondary Schools**

531. 617. The main issues at this level are how many additional senior secondary school places should be planned for in the coming years and where they should be located. Vanuatu already has existing facilities and high-quality teaching for Grade 13 at Malapoa (which does, however, require major renovation work) and Matevulu Colleges, and for Grades 13 and 14 at the Lycée in Port Vila. So the Government will concentrate all Grade 13 (and 14 if required) facilities at two of these schools and develop them as senior secondary schools serving the whole country. Over time, with improvements in quality throughout the system and particularly in these centers of excellence, the Class 14 at the Lycée could become unnecessary.

532. 618. **Action 8:** The Government proposes to strengthen existing senior secondary schools, at least in one in each language, to become centers of excellence, so that many or most of their graduates would be able to proceed on to university education.

**E. Teachers' Housing**



533. 619. The lack of teachers' housing is a great deterrent to the recruitment of good teachers in the rural areas at both primary and secondary levels. The majority of existing houses are inappropriate in their design and expensive to build and maintain (many are run-down).
534. 620. Teachers' housing will not be required for vernacular-language schools, but provincial secondary schools and possibly for some primary schools will require housing. Semi-permanent or permanent houses will be built to an appropriate design to fit in with the Melanesian way of living. These will have adequate, secure bedroom accommodation, small inside living spaces, and covered verandas or outside living spaces. They will also have covered outside kitchens, rainwater storage tanks, and VIP Latrines.
535. 621. **Action 9:** *The Government will determine where housing is required through the school mapping exercise and establish appropriate standards for rural housing.*

### III. School Maintenance

536. 622. Very few if any Government or Government-assisted schools at any level are receiving adequate regular funding for maintenance. The result is that many if not most school buildings at all levels are in a very poor condition. Funding for maintenance for any Government building is an easy target when funds are short. However, money spent on regular maintenance saves money on capital expenditure in the long run. Buildings that are not maintained will have a shorter useful life than buildings that are regularly maintained.
537. 623. **Community and School Role.** There is very little if any community or student involvement in school repair or maintenance apart from cleaning school compounds. If communities themselves build pre-schools and community schools, using local materials, they will sense local ownership of these schools and be more willing to maintain them. At the new extended primary schools and provincial secondary schools, maintenance will be more difficult. They will probably serve more than one community and will therefore be farther away from some communities than others. Developing community ownership of schools and building communities' interest in maintaining the schools will be difficult.
538. 624. One way of involving students while helping to build a culture of maintenance in Vanuatu society would be to make maintenance of school facilities and equipment part of the school curriculum. This would give students practical training in building and vocational skills (including such skills such as motor maintenance), which they could use in the future, while also reducing the cost of maintenance.
539. 625. One approach to building local ownership is the Foundation for the Peoples of the South Pacific's community maintenance program at primary schools renovated by the European Union. This program has not yet had enough time to prove itself, but it seems to be a promising approach that the Government should support and build upon. The Government can also help establish school councils and involve them more in school maintenance. The Government can use the school maintenance handbook developed by the Ministry of Public Works as a training and implementing tool for head teachers, students, school councils, and communities.
540. 626. **Action 10:** *The Government will look for ways to involve communities in school maintenance and repair.*

541. 627. **Government Role.** The Government must also commit more funds for regular school maintenance so that maintenance becomes a partnership between the Government, schools, and communities. The amount of Government funding should be between 1 and 2 percent of the cost of construction per annum.
542. 628. Maintenance staff at the Ministry of Education in Port Vila and the provinces do not currently have the necessary skills to ensure that new buildings are properly designed, built, and then maintained. They require training in construction, maintenance, and supervision to ensure that new buildings are properly built and maintained and that they comply with the Ministry's standards. A good standard of construction will be achieved only if the building work is properly supervised.
543. 629. **Action 11:** *The Government will* commit more budget funds for school maintenance and provide training for school maintenance staff at the Ministry of Education and the provinces.

#### **544. IV. School Furniture, Water Supply, and Toilets**

##### **A. School Furniture**

545. 630. Most schools at all levels have insufficient, badly made, or ill-fitting furniture of varying types and conditions of repair. Pupils need furniture that fits them and is comfortable so they can concentrate on what is happening in the classroom. The furniture must also be robust enough to stand up to rough treatment. Ideally, the furniture would be made and repaired by village carpenters or rural training centers.
546. 631. To design appropriate furniture, the Government needs a survey of the standing height of students. A random sample of at least 100 students of each sex in each age group will be taken and their standing height measured. The easiest way of doing this is to use teachers to measure their students' height. Using this standing height, the furniture designer can convert the ratios of part-body measurements to standing height into actual measurements for each furniture size, using a standard table of ratios.<sup>50</sup> Timber is available in most parts of the country, so the Government will probably design the furniture so it can be made and repaired out of local timber. Timber for furniture could also be donated by communities as part of their participation in the school's operations and development.
547. 632. **Action 12:** *The Government will* design a range of furniture to suit children of the pre-school, primary, and secondary age groups.

##### **B. School Water Supplies and Toilets**

548. 633. Many if not most existing schools have inadequate or no clean water supplies. If they have toilets, they are often inadequate or inappropriate. No school at pre-school, primary, or secondary level should be built or renovated without a dependable water supply and appropriate, working toilets. All new or renovated schools without access to a dependable gravity feed water supply should be supplied with rainwater storage tanks of a size and number suitable to the number of students and staff. All new or renovated schools should have an adequate number of appropriate toilets that will require minimum maintenance. In the rural areas, these will usually be VIP latrines.

---

<sup>50</sup> *Educational Building Digest* No. 18, published by UNESCO, Bangkok, illustrates ways of collecting anthropometric data and how it can be used for educational building and furniture design.

549. 634. The DoE should liaise closely with the Rural Water Supply Unit over the supply of drinking water to rural schools and with the Rural Sanitation Project over the design and construction of appropriate toilets.
550. 635. Health education already forms part of the primary school curriculum and the necessity for clean drinking water and proper working toilets should be emphasized. The proper upkeep of the water supply and toilets could also form part of the curriculum.
551. 636. **Action 13:** *The Government will include water supply and toilets in plans for all schools to be built or renovated.*

**ATTACHMENT A:  
SCHOOL MAPPING:  
CRITERIA FOR SCHOOL RENOVATION AND CONSTRUCTION**

**CRITERIA FOR PRIMARY SCHOOL RENOVATION**

552. The Ministry of Education, assisted by the Provincial Education Officers, should prepare proposals for primary school renovation and rehabilitation for all provinces based upon the following criteria. These criteria will be used to establish, in detail, the existing situation with regard to the numbers and locations of primary school age children and the locations of all schools:

1. Present and projected numbers of children of primary school age
  2. Location of all existing schools and projected future needs
  3. Condition of existing schools
  4. School construction and supervision capabilities
- 
1. Children of primary school age
    - a) The present number of pupils in each school, government, private and religious, in each province, by class, age and sex should be determined.
    - b) Estimates should be prepared of the numbers of primary school age children in each settlement in all provinces until 2010 and thus the annual need for primary school places.
  2. Location of schools
    - a) A school map should be prepared to scale for each province showing boundaries; rivers, bridges and main roads; the location of all primary schools, government, private and religious and their catchment areas; and the size and location of all settlements, clearly indicating the ones that the schools serve.
    - b) The size, condition, ownership and adequacy of the existing site of each school should be established together with its physical access, i.e., whether by road or track, by vehicle or foot, or by ship/canoe, ease of access, etc.
    - c) Establish the availability or otherwise of sites for schools that might be required in the future, and examine the criteria for determining the size of school sites to see if they are still relevant. Determine the cost of land and whether communities are prepared to donate sites for schools, with or without compensation.
    - d) Establish the numbers and qualifications of teachers in each of the schools in the province.
  3. Condition of schools
    - a) The date of construction of schools should be established together with the numbers and types of all buildings, i.e., classrooms, offices, stores, teachers' rooms, and staff housing.
    - b) The type of construction of all buildings should be listed together with their size, condition, any repairs that are required and the expected life of the building after repair.
    - c) The type, amount and general condition of any furniture and equipment should be listed.
    - d) The existence of services such as main water and electricity supplies should be noted together with comments on whether and when they operate. The existence of wells or roof storage tanks; their condition, i.e., whether full or empty, covered or open or provided with a pump and storage tank should also be noted.
    - e) The type and number of toilets on the site, their location and working order should be

noted.

## **B. Proposals for Primary School Renovation and Rehabilitation**

553. When the location of primary schools, numbers of children, etc., have been established using the above criteria, the Ministry of Education, assisted by the Provincial Educational Officers, should prepare detailed proposals for the consolidation and renovation or rehabilitation of the existing primary schools. These proposals should include the following:
1. A school map showing the location of existing schools, any consolidation of existing schools and any proposed new schools:
    - a) The location and size of all existing primary schools and their catchment areas.
    - b) Proposals for the consolidation of existing primary schools where there are more than one on a site or where there are schools with excess capacity within a distance of 2 kilometers of each other except in remote rural areas where populations are very low.
    - c) The availability of teachers in each province should be established once plans for consolidation or construction of new schools have been completed.
  2. Renovation or rehabilitation of existing schools
    - a) A schedule for each existing primary school that is being retained, of all necessary repairs and maintenance work and a program showing how the work to all schools will be completed, whether by a contractor or by the community.
    - b) Proposals for giving head teachers and communities more autonomy in the maintenance of their schools by giving adequate funding to the schools or communities direct for repairs and maintenance based on numbers of pupils or classrooms.
    - c) A maintenance handbook to give guidance to head teachers and school councils on carrying out regular maintenance and minor repairs together with a simple reporting system by which the head teacher can report more serious maintenance problems and the measures taken to remedy them. The Provincial Education Officers can use this to monitor the condition of schools.
  3. Construction of new classrooms or schools
    - a) Standard designs for new classrooms and other school buildings taking into account that community participation in the construction process is to be desired and that locally available materials should be used where possible.
  4. Provision of furniture
    - a) Standard designs for classroom furniture in a range of sizes to suit the age groups of pupils in primary schools. The furniture should be designed for manufacture and repair if possible at the village level out of locally available materials.
    - b) Working drawings and schedules of materials to assist village carpenters to manufacture the furniture.
    - c) Schedules of numbers and sizes of furniture required by existing and proposed new schools. A simple method should be proposed that would allow head teachers to dispose of, and account for, broken and worn out furniture in order that it does not take up valuable classroom or storage space.
  5. Provision of drinking water and toilets.
    - a) Provision of adequate supplies of clean drinking water on sites that have no reliable main water supplies, through the provision of rainwater storage tanks or the construction of wells with covers.
    - b) Adequate toilet provision on sites that have no dependable main water supplies through the construction of VIP latrines or Pour-Flush Privies.

**CRITERIA FOR PROVINCIAL SECONDARY SCHOOL CONSTRUCTION**

554. The Ministry of Education should, assisted by the Provincial Education Officers, prepare proposals for the construction of new provincial secondary schools or the expansion of existing primary schools to form provincial secondary schools, based upon the following criteria. These criteria will be used to establish, in detail, the existing situation with regard to the numbers and location of provincial secondary school age children and the locations of all schools:
1. Present and projected numbers of children of provincial secondary school age
  2. Location of all existing schools and projected future needs
  3. Condition of existing schools
  4. School construction and supervision capabilities
1. Children of provincial secondary school age
    - a) The number of pupils in each of the existing junior secondary schools, government, religious and private, in all provinces, by class, age and sex should be determined.
    - b) Estimates should be prepared of the numbers of provincial secondary school age children in each settlement in all provinces until 2010 and thus the annual need for provincial secondary school places and the need for new schools.
  2. Location of schools
    - a) A school map should be prepared to scale for each province showing boundaries; rivers, bridges and main roads; the location of all existing junior secondary schools, government, religious and private and their catchment areas; and the size and location of all settlements, clearly indicating the ones that the schools serve.
    - b) The size, condition, ownership and adequacy of the existing site of each school (or schools) should be established together with its physical access, i.e., whether by road or track, by ship/canoe, by vehicle or foot, ease of access, etc.
    - c) Establish the availability or otherwise of sites, including those that may have been vacated by primary schools during the consolidation process, for schools that are required now and examine the criteria for determining the size of school sites to see if it is still relevant. Determine the cost of land and whether communities are prepared to donate sites for schools, with or without compensation.
    - d) Establish the number and qualifications of teachers at all junior secondary schools in each province.

### C. Proposals for Provincial Secondary School Construction

555. When the location of existing junior secondary schools, numbers of children, etc., have been established using the above criteria, the Ministry of Education, assisted by the Provincial Education Officers, should prepare detailed proposals for the construction of new provincial secondary schools. These proposals should include the following:

1. Location of new schools
  - a) The location and size of all existing primary and junior secondary schools and their catchment areas.
  - b) Proposals for the use of sites or buildings vacated by primary schools through the consolidation process.
  - c) The location and size of any proposed new provincial secondary schools and the cost and procedure for acquiring the sites if necessary. The construction of new schools on new sites should only be considered after all other alternatives such as the use of vacated primary school sites or buildings or the expansion of existing junior secondary schools, has been explored.
  - d) The availability and qualifications of teachers in each province should be established once a plan for the provision of new schools has been completed.
2. Construction of new schools
  - a) The purchase of adequately sized sites for new schools.
  - b) Standard designs for classrooms and other school buildings.
  - c) Site and soil surveys for new school sites.
  - d) Working drawings, site layouts, schedules of materials and tender documents to enable the construction of school buildings by local contractors.
  - e) Proposals for giving head teachers and communities more autonomy in the maintenance of their schools by giving adequate funding to schools or communities direct for repairs and maintenance based on numbers of pupils or classrooms.
  - f) A maintenance handbook to give guidance to head teachers on carrying out regular maintenance and minor repairs together with a simple reporting system by which the head teacher can report more serious maintenance problems and the measures taken to remedy them. The Provincial authorities can also use this to monitor the condition of schools.
3. Provision of furniture
  - a) Standard designs for classroom furniture to suit the range of age groups of pupils in provincial secondary schools. The furniture should be designed for manufacture at the village level out of locally available materials.
  - b) Working drawings and schedules of materials to assist village carpenters to manufacture the furniture.
  - c) Schedules of numbers and sizes of furniture required by existing and proposed new schools. A simple method should be proposed that would allow head teachers to dispose of, and account for, broken and worn out furniture in order that it does not take up valuable classroom or storage space.
4. Provision of drinking water and toilets



- a) Provision of adequate supplies of clean drinking water on sites that have no consistent main water supplies, through the construction of wells with covers and hand pumps.
- b) Adequate toilet provision on sites that have no consistent main water supplies through the construction of VIP latrines or Pour-Flush Privies.