National Education Action Plan

2013-2015

Ministry of Education and Human Resources Development

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Abbreviations

ARTTLE	Assessment Resources Tool for Teachers
AWP	Annual Work Programme
CDD	Curriculum Development Division
CHS	Community High School
CITECE	Certificate in Teaching Early Childhood Education
CITP	Certificate in Teaching Primary
DFL	Distance and Flexible Learning
DLC(P)	Distance Learning Centre (Project)
EA	Education Authority
ECE	Early Childhood Education
EIMU	Education Inspectorate Monitoring Unit
ERU	Education Resource Unit
ESF	Education Strategic Framework (2007-2015)
FBT	Field Based Training
GER	Gross Enrolment Rate
HRD	Human Resource Development
IOA	Institutional and Organizational Assessment
JSS	Junior Secondary School
MDPAC	Ministry of Development Planning and Aid Co-ordination
MEHRD	Ministry of Education and Human Resources Development
MOF	Ministry of Finance
MPS	Ministry of Public Service
MT	Management Team
MTEF	Mid Term Expenditure Framework
NCS	National Curriculum Statement
NEAB	National Examinations and Assessment Board
NEAP	National Education Action Plan
NESU	National Examinations Standard Unit
NN	Nguzu Nguzu (school materials)
SINQF	Solomon Islands National Qualifications Framework
NSCAB	National School Curriculum Advisory Board
NSS	National Secondary School
NSTP	National Skills Training Plan
NTC	National Training Committee
NTTDP	National Teacher Training and Development Plan
PAF	Performance Assessment Framework
PCRU	Planning, Coordination and Research Unit
PE	Primary Education
PEAP	Provincial Education Action Plan
PG	Provincial Government
PS	Primary School
PSS	Provincial Secondary School
RTC	Rural Training Centre
SBA	School Based Assessment
SE	Secondary Education
SIARTC	Solomon Islands Association for Rural Training Centres
SICHE	Solomon Islands College of Higher Education
SIEMIS	Solomon Islands Education Management Information System
SIG	Solomon Islands Government

SISC	Solomon Islands Secondary School
SITEC	Solomon Islands Tertiary Education Commission
SOE	School of Education
SSGP	Secondary School Grants Programme
SSS	Senior Secondary Schools
SWAp	Sector Wide Approach
TSC	Teaching Service Commission
TSD	Teaching Service Division
TSHB(K)	Teacher Service Handbook
TTDD	Teacher Training Development Division
TVET	Technical and Vocational Education and Training
USP	University of the South Pacific
VTC	Vanga Teachers College
	Vocational Learning Centre
WSI	Whole School Inspection

INTRODUCTION

The National Education Action Plan (NEAP) 2013-15, has been developed by a team of six MEHRD staff, supported by three international consultants. The NEAP 2013-15 is in line with the longer-term strategic direction for the Solomon Islands education system given in the Education Strategic Framework 2007-2015.

The NEAP 2013-15 aims to address key problems identified during the assessment of the former NEAP, covering the period from 2010 to 2012, conducted by the same MEHRD team. Problems identified have been analysed with a variety of stakeholders from all levels of the education system to identify causes of underperformance. Through dialogue and discussion, views of development partners have been solicited. The information obtained and conclusions drawn have been the basis for a new NEAP format, and new approaches for improving effectiveness of teaching and improving learning of students.

To facilitate effective coordination of tasks against NEAP goals and to foster effective follow-up on decisions taken, the structure of the NEAP 2013-15, is organised around the five sub-sectors of the education system:

- Early Childhood Education
- Primary Education
- Secondary Education
- Technical and Vocational Education and Training (TVET)
- Tertiary Education

Each sub-sector plan is similar in form and includes objectives that aim at contributing to increased equitable access to education (strategic goal 1), and improved quality of education (strategic goal 2) for ECE, PE, SE, TVET and Tertiary Education respectively. Objectives are being achieved through the accomplishment of a number of related outputs, each output requires the carrying out of a series of activities. A tentative timing of activities is included, and each sub-sector plan is costed.

To improve education planning, management and monitoring education sector performance (strategic goal 3), the NEAP 2013-15 includes plans to improve effectiveness and efficiency of planning and management at school, provincial, and national level.

MEHRD
MEHRD's role is to:
- Drive system performance;
- Improve i) accuracy of education information and data collection, ii) timely entry of data, iii) accuracy of SIEMIS data, and iv) data processing (PAF);
- PCRU needs to provide senior management with bi-annual education sector performance reports. These reports are an interpretation of SIEMIS data and statistics against NEAP 2013-15 objectives and targets, and are required for the Management Team (MT) to take informed and timely decisions;

Provincial level
- Strengthen institutional capacity at the provincial level to implement, support and monitor new professional development programmes of head teachers and school principals increased;

School level
- Strengthen the management and administration of schools through sound recording and use of school level data (students, teachers, resources and facilities) for decision-making on school development and financial management of grants.

To ensure effective coordination of sub-sector Divisions, and of education sector management, a coordinating body has to be created and put into effect before January 2013, start of NEAP 2013-15 implementation. This coordinating unit need to i) process the information from sub-sector and cross-sector Divisions, including PCRU, Inspectorate, ii) draw conclusions in term of *education sector performance,* and iii) take adequate decisions, communicate these to responsible Divisions, and follow up on actions taken.

1   VISION

The NEAP 2013-15 underlines the vision in the Education Strategic Framework 2007 – 2015, which declares:

> "Our vision is that all Solomon Islanders will develop as individuals and possess knowledge, skills and attitudes needed to earn a living and to live in harmony with others and their environment. We envisage a united and progressive society in which all can live in peace and harmony with fair and equitable opportunities for a better life. We envision an education and training system responsive to its clients and efficiently managed by its stakeholders and clients. We wish to deliver quality education for everyone in the Solomon Islands".

2   NEAP 2010-12 ASSESSMENT

From 15 February till 5 March 2012, a team of six MEHRD staff, assisted by one international consultant, has conducted a joint and participatory assessment of the implementation of the goals of the National Education Action Plan (NEAP) 2010-12, through an analysis of available documentation. These include the Barriers to Education study, The OAG performance audit on teacher absenteeism, the Public Financial Management Assessment.

At the start of the implementation of the NEAP 2010-12, equitable access and quality of education for all sub-sectors were considered the key problems that needed to be addressed. A third goal was to improve the efficiency and effectiveness of MEHRD performance, including an improvement of Human Resource Management and Financial Management.

Progress in improved education service delivery has been assessed, per sub-sector, against the key data and indicators on (1) equitable access; i) enrolment data, ii) data on facilities (infrastructure); iii) data on teacher supply and demand, and (2) quality of education: i) curriculum development and teacher training; ii) learning environment, and iii) student performance (primary education, SISTA numeracy and literacy rates)[1].

The assessment team identified key issues that impact on equitable access to quality education. Central is the need for MEHRD senior management to keep Heads of Division and staff accountable for Divisional performance, and take effective follow-up action. MEHRD has been successful in developing and finalising a large number of policies and definition of standards. Also, planning and management systems are in place.

The key MEHRD management issue that needs to be addressed is how to put these policies into effect, in order to, ultimately, improve the performance of the education system. Not keeping data bases up to date, therefore decreasing their effectiveness for planning and management purposes, and lack of implementation of management directives by senior management explain why MEHRD planning and management of education is still inefficient and ineffective.

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[1] For detailed information on sub-sector performance, see MEHRD Assessment Report NEAP 2010-12, March 2012

3   NEAP 2013-15 MANAGEMENT AND IMPLEMENTATION

3.1   New Approaches

A key recommendation of the NEAP 2010-12 assessment is to confine the responsibilities of MEHRD to core ministerial functions and tasks. This has resulted in new approaches for achieving NEAP strategic goal I and II.

The approach to achieve ***NEAP goal I equitable access to education,*** focuses on:

- Infrastructure development and renovation to improve equitable access to safe learning environments for students, including for children with special needs. MEHRD infrastructure standards are applied, including water and sanitation, teacher housing, storage rooms, boarding facilities, and specialised classrooms. Infrastructure development takes into account expected increase in number of secondary school students as a result of higher retention rates in primary education, abolishment of Year 6 examination for JSE entry, and population growth.
- Additional staff is required to plan, manage and monitor proposed infrastructure development for ECE, PE, SE, TVET. The NEAP 2013-15 includes contracting infrastructure experts at national and provincial level on a temporary basis.
- Supply of adequate number of teaching and learning materials and equipment to create engaging and demanding learning environments, which foster development and learning. MEHRD has to improve data base management to ensure timely availability of accurate data for informed decision-making.
- Targets and indicators set for different sub-groups, which once achieved, contribute to improved equitable access to education. MEHRD has to assess and report on progress made covering all sub-groups at least twice a year (inspection).

The approach to achieve ***NEAP goal II improved quality of education*** is built around the concept of school-based professional development of teachers. Professional development of teachers starts from certificate level onwards:

Type of training / Level	FBT	TIT	SoE/Pre-service	Professional Development
Introductory certificate level				
Certificate level				
Certificate and diploma level				

Untrained and uncertified teachers are currently being upgraded through Field-Based Training (FBT, introductory certificate level) or through the Teachers in Training (TIT) programme (certificate level). Both FBT and TIT will be phased out gradually. As of 2013, all MEHRD training activities will be outsourced to service providers. Providers will ensure that ECE coordinators, head teachers and principals are trained in how to support the continuous professional development of their teaching staff. Support and regular feedback will be ensured through the establishment of school clusters (to foster peer-to-peer learning) and regular school visits from provincial and education authority school cluster supervisors.

NEAP 2013-15 activities related to school-based professional development of teachers include:

- Creating school clusters for regular school-to-school support to create teacher support systems (peer-to-peer learning) and improve teacher effectiveness;
- Building a school-based, teacher support system to improve effectiveness of teaching and learning:
  - o School clustering and introduction of regular school-based support to teachers and supervision;
  - o School-based training and professional development of head teachers and principals in the content of and approach to the new teacher professional development programmes;
  - o Familiarisation of provincial and education authority supervisors with the new teacher professional development standards, and practical training in in supervisory skills;
- Inspection visits and teacher appraisal instruments conducive to teacher professional development.

Crucial for improving quality of education over the next 3-year period is the role of the inspectorate. Inspectors (at national, provincial and education authority level) have to assess:

- Achievement of NEAP 2013-15 targets against budget expenditure and activities conducted;
- The effect of activities on the effectiveness of teaching and learning against baseline data and NEAP 2013-15 indicators.

The inspectorate division has to regularly inform heads of division and senior management on progress made in achieving NEAP 2013-15 objectives by i) assembling information collected from provincial and education authorities, ii) interpretation of findings against NEAP 2013-15 targets and indicators, and iii) the formulation of clear policy advice.

NEAP 2013-15 goal III
To achieve improved effectiveness and efficiency of policy-making, planning, management and monitoring, a clear division has been made between the responsibilities of education managers at school, provincial and national level:

School principals are responsible for ensuring that:
- All pupils and students (boys and girls) enrolled remain in school;
- All pupils and students go through school in the shortest time possible;
- School resources are well taken care of and used effectively;
- Teachers are effectively supported in improving teaching practices and student learning;
- School grants are used to gradually develop performance of the school towards improved student learning (whole school development planning);
- The community is and remains actively involved in school improvement and development;
- Timely reporting on school performance to Education Authorities or Provincial Governments.

Education Authorities and Provincial Governments are responsible for:
- Administering education in their Authority or Province;
- School supervision and quality assurance (inspection);
- Timely reporting to MEHRD on education performance in their Authority/Province.

Ministry of Education and Human Resource Development is responsible for:

- Coherent and comprehensive education policy development, planning, management, and monitoring education sector performance;
- Ensuring integration and socialisation of young people in society, qualifying youngsters and ensuring relevance of education content (curriculum development, setting minimum learning outcomes, student assessment);
- Ensuring quality of education i.e., setting standards for teaching, teacher competencies;
- Ensuring quality of learning environment in line with MEHRD standards determine minimum standards for learning environments;
- Inspection, monitoring and external quality assurance.

Based on these distinct but interrelated responsibilities, NEAP 2013-15 activities for strategic goal III, focus on strengthening both the institutional functioning and planning and management capacity at all levels:

School Level
- Optimising the use of School Grants by schools and school boards, to increase effectiveness of planning development of schools towards MEHRD standards. Schools and school boards will be supported in:
    - Preparing a budget on how school grants will be spent by identifying key activities according to school development plan;
    - Providing financial reports to justify how grants were spent;
    - Involving communities to provide building materials (e.g. timber and gravel etc.) and labour;
- Improving school-based management through:
    - Improved school administration and record keeping (forms), registering key information on students, on teachers, on education resources, and on community relations/involvement in school;
    - Application of Whole School Development Standards, education policies and policy standards
- Strengthening school-based professional development of teachers (by head teachers, principals):
    - Ensuring that and supporting teachers in applying the learning assessment tool, lesson planning, and use of appropriate pedagogies, in line with revised teaching standards and the curriculum and assessment reform programme;
    - Ensuring achievement of minimum learning standards of pupils and students in reading, writing and numeracy.

Provincial Level
- Strengthening the administration and record keeping of provincial and education authorities to improve the effective and efficient delivery of quality education in their Authority or Province;
- Ensuring, managing, and monitoring school-based teacher support;
- Ensuring regular supervision by school cluster supervisors;
- Quality assurance/inspection;
- Ensuring timely reporting on school performance to Education Authorities and Provincial governments for informed decision-making.

National Level
- Optimising use of specialised education institutions (SICHE, SoE) and decentralised education units (PG, EA) to increase the (cost)-effectiveness of ensuring quality and quality improvement of education, schools, and teaching and learning;

- Improving i) accuracy of education information and data collection, ii) timely entry of data, iii) accuracy of SIEMIS data, and iv) data processing (PAF);
- Improving monitoring and assessment of education performance by MEHRD, revised teacher appraisal system (inspection);
- Provision of quarterly education sector performance reports to senior management. These reports include compilation of supervision and monitoring reports from provincial and education authority level, inspection reports, and reports interpreting education data and statistics (from SIEMIS and other databases) against NEAP 2013-15 objectives and targets. Reports are required for the MT to take informed and timely decisions.

3.2   Preconditions for effective management of NEAP 2013-15

To enable MEHRD to focus on its crucial role in data management and interpretation, the PCRU coordination function (the C from PCRU) needs to be handed over to a senior level body or unit able to effectively and coherently:

- Coordinate the activities of sub-sector Divisions, technical/cross-sectoral Divisions (CDD, NESU, TTDD), Inspectorate, and support Divisions (Administration, Accounts);
- Monitor sub-sector performance against NEAP strategic, overarching goals i.e., use both quantitative (PCRU policy advice, data and statistics) and qualitative information (from provincial and eductaion authority supervisors and inspectors, inspectorate division and NESU) on sub-sector performance for education decision-making;
- Take the necessary decisions and act upon them.
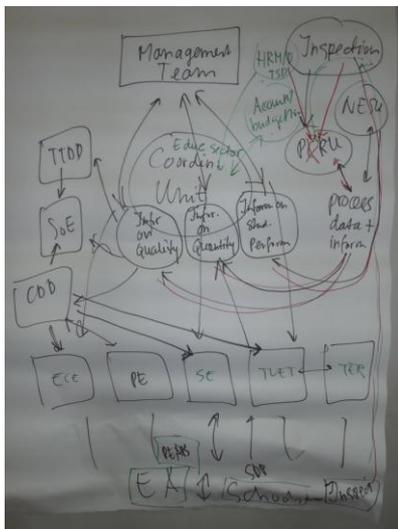
Given the changes mentioned above, a second precondition for successful implementation of the NEAP 2013-15 is the rephrasing of divisional responsibilities and functions, the redistribution of functions and tasks, and a rewriting of job descriptions.

MEHRD has to create a demanding working environment for staff fostering professional development and learning, to avoid capable and motivated staff leaving the Ministry.

3.3   NEAP 2013-15, roles and responsibilities

Roles and responsibilities

The NEAP 2013-15 format indicates that heads of **sub-sector divisions** are responsible for managing and monitoring *accomplishment of the **objectives*** of NEAP 2013-15 sub-sector plans (related to increased equitable access to and improved quality of education). This responsibility includes:

- Overseeing, administering and leading Divisions, Units, PG and EAs, and service providers involved in carrying out sub-sector plan activities on time, according to quality standards, and within budget;
- Heads of sub-sector divisions report on a quarterly basis to the MT on sub-sector progress made against NEAP 2013-15 monitoring indicators;

Whereas sub-sector Divisions oversee and manage the implementation of sub-sector plans, **technical, cross-sectoral Divisions**, like TTDD, CDD, NESU, and the Inspectorate (at national, provincial or authority level) are responsible for delivering the **outputs** that are within their area of expertise:

Sub-sector divisions / Cross-sector divisions	ECE		PE		SE		TVET		Tertiary
	Managing and monitoring of, and reporting on sub-sector plan implementation								
PCRU • Provide quantitative information on sub-sector performance against NEAP strategic goals and objectives (SIEMIS); • Process qualitative information coming from Inspectorate reports (EA, PG and national level).									
TTDD • Identify in-service training and development needs for teachers and setting priorities (in collaboration with NESU and CDD, EA/schools and PG); • Specify training interventions that will meet those needs; • Commission training from competent service providers; • Manage contracts with the providers and monitoring the quality of their training; • Report to the relevant education sub-sector Divisions.									
CCD/ERU • Curriculum development, setting minimum learning outcomes (in collaboration with NESU and TTDD); • Ensure quality of learning environment in line with MEHRD standards (provision of teaching and learning materials and equipment by ERU); • Report to the relevant education sub-sector Divisions.									
NESU • Provide the PCRU/MT with information on student performance, including SISTA numeracy and literacy results									
Inspectorate • Provide quarterly inspection reports on i) progress made in achieving NEAP 2013-15 targets and ii) quality improvement of education and teaching practices to the MT and Heads of Division									

The NEAP sub-sector plans indicate which Division is responsible for what output. Accomplishment of outputs may require outsourcing activities to, or close collaboration with external service providers, provincial level authorities and other partners. This is indicated in each NEAP sub-sector plan at *activity* level.

Areas of responsibility regarding NEAP 2013-15 implementation of key Divisions, provincial level and education authorities, and other partners include:

- Training of teachers, head teachers, and principals on professional development of teachers will be outsourced to *SICHE/SoE and other service providers*. Their services will include the regular conduct of supervision visits to schools, to support head teachers and principals in assisting teachers on how to change and sustain new teaching skills (linking formative assessment of student learning to lesson planning and pedagogy);
- *TTDD's* responsibility is to:
    - Identify in-service training and development needs for teachers and setting priorities (in collaboration with NESU and CDD);
    - Specifying training interventions that will meet those needs;
    - Commissioning training from competent service providers;
    - Managing contracts with the providers and monitoring the quality of their training;
    - Report to the relevant education sub-sector Divisions;
- Professional development of teachers is further supported and sustained through the application of the school cluster model, being developed by SICHE SoE (Certificate in Teaching Primary, offered through the distance, flexible learning model). *Education Authorities* are responsible for facilitating and supporting peer-to-peer learning and exchange of experience and practices on how to apply new professional development skills (linking curriculum, pedagogy and learning assessment results). For this, an adequate number of school cluster supervisors is prerequisite;
- *CDD* and *ERU* remain responsible for curriculum development, design, printing and distribution of learning materials (books, teacher guides, etc.), and of equipment. CDD and ERU will be responsible for managing and recording delivery of materials, equipment and other education resources (improved data base management), and will report to the relevant sub-sector Division;
- *MEHRD Inspectorate Division* provides quarterly inspection reports on quality improvement of education and teaching practices to the MT i.e., the impact of distribution of teaching and learning materials and equipment, and the impact of training activities on the quality of learning environment, effectiveness of teaching and learning, and on school performance;
- *NESU* provides the PCRU/MT with information on student performance, including SISTA numeracy and literacy results.

4 EDUCATION GOALS, OBJECTIVES AND OUTPUTS

4.1 Education sector goals

The three, long-term strategic goals proposed for the National Education Action Plan 2013-15, are identical to the goals of the former NEAP:

- Strategic Goal I: to achieve equitable access to education for all people in the Solomon Islands;
- Strategic Goal II: to improve the quality of education in the Solomon Islands; and
- Strategic Goal III: to manage and monitor resources efficiently and cost-effectively.

The NEAP 2013-15 is modest in scope to make timely implementation of planned activities realistic and outputs achievable. The focus of the NEAP 2013-15 is on improved effectiveness of teachers and teaching and improved quality of learning. Building on lessons learned, four key strategies i.e., i) strengthening school, EA and PG planning and management, ii) ensuring professional development of teachers through school-based support and regular school supervision, iii) strengthening partnerships and collaboration with service providers, and iv) improved data recording and use, have guided the design of the NEAP 2013-15. These strategies aim at the rationalisation of resources, of linking inputs to learning outcomes, and increased effectiveness of education management at all levels of the education system.

However, to achieve the objectives and expected results in improved teaching and learning, a major change in MEHRD senior leadership and management is required. Firstly, by inducing a sense of responsibility and accountability into MEHRD functioning (national, provincial and school level), strongly and consistently linking individual and divisional performance to the accomplishment of NEAP 2013-15 outputs and objectives. Secondly, by making clear that the standard of work of education managers and administrators at all levels, directly impacts on the quality of teaching environments and, therefore, on the learning of students.

4.2 NEAP strategic framework

The framework below links education sector goals, with NEAP 2013-15 sub-sector objectives, outputs and activities. The framework includes indicators required to monitor and report on progress made.

Education goals and sub-sector objectives	Performance Indicators	Information source
NEAP strategic goals:		
I. To achieve equitable access to education for all people in the Solomon Islands; II. To improve the quality of education in the Solomon Islands; III. To manage and monitor resources efficiently and effectively.		SIEMIS statistics
NEAP sub-sector objectives:		
I. Equitable access: *A. Early Childhood Education:* A.I. By the end of 2015, MEHRD has effectively supported at least 99 communities in establishing and making operational ECE centres in line with community demand and MEHRD standards *B. Primary Education:* B.I.1: By the end of 2015, MEHRD has supported the enhancement of current PS into schools where teachers, parents and community work together in partnership to create conducive learning environments for all 6-12 year olds; *C. Secondary Education:* C.I.1: By the end of 2015, MEHRD had supported 9 secondary schools to extend to senior secondary status including boarding facilities for girls; C.I.2: By the end of 2015, MEHRD had supported 20 community schools in construction a functional secondary education building designed for teaching SE, including practical subjects according to curriculum standards; *D. TVET:* D.I. By the end of 2015, access to the TVET sector increased *E. Tertiary Education:* E.I.1. The supply of certified and qualified teachers (through pre-service teacher training) matches demand for teachers at ECE, PE and SE level throughout the country; E.I.2. The cost effectiveness/transparency of scholarships for overseas studies has increased.	•ECE gross enrolment ratio increased with at least xx% in 2014 and 2015 against baseline data in all EA; •ECE net enrolment ratio increased with at least xx% in 2014 and 2015 against baseline data in all EA; •Transition rate from ECE to primary year 1 increased with at least xx% in 2014 and 2015 against baseline data in all EA; • A minimum of x% increase of net enrolment rates for years 1-6 annually, against baseline data; • By the end of 2015, net enrolment rates for year 10 and 11 increased at least xx% against baseline data; • 50% of enrolment is female; • By end of each year, enrolment and attendance rates for RTC/ VTC increased by 50% against baseline data; • By the end of each year, the proportion of girls to boys completing RTC/ VTC increased by xx% against baseline data;	SIEMIS statistics

Education goals and sub-sector objectives	Performance Indicators	Information source
NEAP strategic goals:		
I. To achieve equitable access to education for all people in the Solomon Islands; II. To improve the quality of education in the Solomon Islands; III. To manage and monitor resources efficiently and effectively.		SIEMIS statistics
NEAP sub-sector objectives:		
II. Improved quality: *A. Early Childhood Education:* A.II. By the end of 2015, all ECE centres are meeting the minimum standards for teaching, learning and development, in line with the vernacular language policy *B. Primary Education:* B.II.1: By the end of 2015, XX% of teachers apply new professional development/ school based assessment skills (linking student learning assessment to lesson planning and pedagogy); B.II.2: By the end of 2015, teachers trained by SoE, pre- and in-service training, are meeting MEHRD national professional teaching standards, including effecting teaching strategies for children with special needs, and school based assessment standards; B.II.3: By the end of 2015, MEHRD has built its capacity in understanding how to use vernacular languages in year 1-3 primary education to enhance pupils' learning. *C. Secondary Education:* C.II.1: By the end of 2015, at least xx% of schools for junior and senior education meet MEHRD teaching standards for secondary education; C.II.2: By the end of 2015, all JSS are meeting the minimum standards for facilities and learning environment;	• ECE service standards, including Early Learning Development Standards (ELDS), approved and available; • At least xx% of year 1 entrants meet ELGS in 2015. • At least xx% of decrease in drop out rates for year 2 in 2014, and xx% for year 3 in 2015 against baseline data; • An increase of retention rates for year 3 and 4 of at least xx% in 2014 and 2015; • SISTA literacy and numeracy rates for L3+ level for Year 4 and Year 6 increase with xx% and xx% respectively; • Transition rates into JSE increase with xx% annually; • xx% of all primary teachers are appraised and xx% of teachers appraised meet minimum national teacher professional standards; • Retention rates for years 3, 4 and 5 increased with xx% per year against baseline data; • Grade point average of year 7 students increased by at least xx% for all subjects against baseline data; • Retention rates for year 7, 8, 9 increased with at least xx% against baseline data for both boys and girls; • Retention rates for year 10, 11, 12 increased with at least xx% against baseline data for both boys and girls;	

NEAP sub-sector objectives, continue..:		

II. Improved quality:
 	
D. TVET:
    D.II.1. By the end of 2015, TVET career pathways are established (within the overall national qualifications framework for the education sector) and relevance of TVET courses improved;
    D.II.2. By the end of 2015, all TVET institutes have instructors who are meeting MEHRD/TVET teaching standards and competencies.
 	
E. Tertiary Education:
    E.II.1: SICHE has been upgraded to a university level;
    E.II.2: SOE/SICHE are providing adequate numbers of ECE, Primary and secondary teachers according the revised curriculum and teacher professional standards.		

III. Improved education planning, management and monitoring ***School Level:*** F.III.1: By the end of 2015, the management and administration of schools is based on sound recording and use of school level data (students, teachers, resources and facilities) for decision-making on school development and financial management of grants. ***Provincial Level:*** F.III.2: By the end of 2015, institutional capacity at the provincial level to implement, support and monitor new professional development programmes of head teachers and school principals increased. ***National Level:*** F.III.4: By the end of 2014, MEHRD structure is functional and practical, focusing on education decision-making, planning, management and monitoring.		

Outputs	Performance indicators	Information source
I. Equitable access ***A. Early Childhood Education:*** A.I.1. By December 2015, MEHRD has supported the establishment of 9 example (model) ECE centres (1 per province); A.I.2. By the end of 2014 and 2015, MEHRD has adequately supported the establishment of 90 new ECE centres according to minimum standards for ECE (model ECE centres; A.I.3. 50 trained teachers (certification level) have been posted at newly established ECE centres in 2014 and 50 in 2015; A.I.4. By the end of each year until 2015, MEHRD has supported at least 3 ECE centres to become "cluster centres" in 3 provinces. ***B. Primary Education:*** B.I.1. By the end of 2015, 120 primary schools are meeting minimum MEHRD/ Whole School Development infra-structure standards, (pupil:classroom ratio, toilet:pupil ratio, secure office space, storage rooms, etc.); B.I.2. By end of 2013, 2014, and 2015, xx schools clusters per province have been created, each cluster comprising 11-15 schools; B.I.3. By end of 2013, 2014, and 2015 MEHRD has checked on school buildings in the Provinces.	• Three partnerships established each year, with xx number of partners directly involved in establishing an ECE centre and maintaining quality of ECE • 90 ECE centres established according to MEHRD standards by Dec 2014, and 90 in 2015; • At least 45 ECE centres have been established and registered in 2014 and 45 in 2015; • Infrastructure plan; tender dossiers; • Proposals/bids for civil works received by MEHRD; • Contracts for civil works prepared and signed by contractors; • 120 PS meet minimum WSD standards for facilities by December 2015	

Outputs	Performance indicators	Information source
I. Equitable access *C. Secondary Education:* C.I1.1. By March 2013, infrastructure needs of the expanding community schools have been identified (number of additional classroom buildings, water/ sanitation, specialised classrooms, storage rooms, dormitories); CI.2.1. By May 2013, approval for registration of schools that would like to expand into senior secondary status is sought; CI.3.1. By June 2013, all contracts of classroom construction have been approved by all parties involved; CI.4.1. By the end of 2014, four CHS have been extended to senior secondary status and five in 2015; CI.5.1. By the end of 2015, MEHRD has developed a strategic action plan on distance learning opportunities for students; CI.2.1. By June 2015, 20 community schools (CS) have the infrastructure required for teaching the secondary education curriculum; CI.2.2. By the end of 2015, 20 CS have extended their school with additional classrooms matching increased demand for secondary education, using MEHRD seed money; *D. TVET:* D.I.1.1. By April 2013, an inventory is made of infrastructure needs against infrastructure standards for TVET (RTC/VTC), including storage rooms, water and sanitation, dormitory, workshops; D.I.1.2. By the end of 2015, infrastructure of existing RTCs and VTCs has been upgraded; D.I.1.3. By the end of 2015, all RTC and VTC have been resourced according to MEHRD/ TVET standards for learning environments (building on new curricula for practical subjects in JSE); D.I.1.4. By … 20.., MEHRD designed a strategy to support RTCs/VTCs to introduce income generating scheme; *E. Tertiary Education:*	• Filled in inventory forms; • Reports RTC/VTC visits to check accuracy of information provided; • Clear criteria for prioritising RTC/VTC upgrading;	

Outputs	Performance indicators	Information source
II. Quality of education *A. Early Childhood Education:* A.II.1. xx Teachers trained (introductory certificate in ECE) in 2014 and in 2015, through FBT; A.II.2. A total of 120 ECE certified teachers have been trained through pre-service training by SICHE/SoE by the end of 2015; A.II.3. By the end of each year, all ECE cluster school teachers have received school based support and feedback and have received practical skill training focusing on improving effectiveness of learning and development; A.II.4. By end of 2015, at least … ECE centres have been resourced with required resource materials (at least minimum standards; A.II.5. By the end of 2013, curriculum, teaching and learning materials have been developed and distributed to xx ECE centres according to the vernacular languages policy *B. Primary Education:* B.II.1.1. By the June 2013, professional development needs of teachers have been identified at the school level through sampling; B.II.1.2. By the end of 2013, a modular professional development programme has been developed and ready for use; B.II.1.3. By the June 2014 and 2015, at least 350 head teachers have been inducted and trained in the new professional development modules and approach respectively; B.II.1.4. By end of 2014 and 2015, at least xx teachers apply new skills in linking curriculum, pedagogy and learning assessment results. B.II.2.1. By the June 2014, SoE has incorporated the national teacher professional standards in all Certificate and Diploma programmes; B.II.2.2. By the end of 2015, first cohorts of SoE students have completed their first year of the new teacher training programme. B.II.3.1. By the end of 2013, a curriculum framework for vernacular languages has been developed, including the minimum standards of the children at the end of Year 3; By the end of 2014, MEHRD has supported the development of a training programme for primary teachers on the vernacular languages teaching and learning materials.	• ECE grant (activity based) includes funds needed for development of learning materials (toys, drawings, blocks, etc.), and materials in vernacular languages, by teachers; • Number of learning materials available in ECE centres; • Number of available learning materials in vernacular languages; • Availability of library and picture books; • xx ECE teachers effectively using teaching-learning materials; • xx ECE teachers effectively working with 3-5 year olds • Professional development implementation programmes received and approved by TTDD and PED; • At least 350 HT trained in 2014 and 350 in 2015; • At least 350 schools visited 4 times by service providers annually; Retention rates for years 3, 4 and 5 increased with xx% per year against baseline data	

Outputs	Performance indicators	Information source
II. Quality of education *C. Secondary Education:* C.II.1.1. By end of 2015,MEHRD has adopted, supported the translation of the national standards of professional knowledge and skills into pre- and in-service teacher education programme(s); C.II.1.2. By end of 2014, all Provincial education supervisors, Inspectors and administrators including EA are aware of and able to work according to the new teacher professional standards and the new approach to teacher professional development programme at school level; C.II.1.3. By end of 2015, the teacher professional development programme has been introduced at the school level to all school principals (CHS, PSS and NSS) and Education officers responsible for secondary education; C.II.2.1. By end of 2015 all existing and newly built junior secondary schools will have been resourced with new revised curriculum materials for 12 Basic Education subjects for Years 7 to 9; C.II.2.2. By end of 2014 all Junior Secondary schools will be resourced with tools and equipment for at least 4 practical subjects according to curriculum standards for practical subjects; C.II.2.3. By end of 2015, all SSS have received syllabi for Senior Secondary subjects (Years 10 to 12); C.II.2.4. By end of 2015, all Junior Secondary Schools will have Schools Based Assessment instrument for all subjects (ARTTLe);		

Outputs	Performance indicators	Information source

II. Quality of education
 	
D. TVET:
  D.II1.1. By end of 2015, a layered TVET system has been established, providing students to enter and qualify at different levels of technical and vocational education granting them access to either further education or the labour market;
  D.II1.2. By end of 2015, MEHRD, has produced TVET curriculum materials for modules in life skills, entrepreneurial skills and business skills towards awards of levels 1 & 2 certificates in accordance with National Qualification Framework and National Curriculum Statement;
  D.II1.3. By end of 2013, a MOU has been established to agree on roles and responsibilities between industries and Ministry of Commerce, Labour, Industries and Immigration and TVET institutions and MEHRD regarding the formal apprenticeship system;
  D.II1.4. The new Apprentice ship system has been implemented at the end of 2015.
 	
  D.II2.1. By the end of 2015, instructors for TVET trainers meet minimum job requirements and professional standards, including attitude, behaviour and commitment in the workplace.
 	
E. Tertiary Education:		

III. Improved planning, management and monitoring
 	
School level:
  F.III.1.1. By Oct 2013, a school record system has been developed including data on students, teachers, resources, and community relations;
  F.III.1.2. By … 2014, schools are recording key education data on teachers, students, resources and use it to set targets for the 2015 whole school development plan;
  F.III.1.3. By Dec 2014, and 2015, xx number of ECE, PE, SEC, TVET school managers have been trained in School-Based Management and School Development Planning (including community involvement in education);
  F.III.4.1. By …, at least …% of the schools have developed and enforced clear school policies and regulations (including assessment, the promotion, demotion or termination of teachers on the basis of recorded teacher performance, including		

teacher attendance in classes). ***Provincial Level:*** F.III.2.1. By the end of 2013, all Provinces and EA have developed their PEAP and EA action plan for 2014-15; F.III.2.2. By Dec 2014, and 2015 schools in all school clusters have been supervised and supported effectively by PG and EA staff on school data recording and use, and school based management of SD; F.III.2.3. By Dec 2014, and 2015, all school clusters have been supervised and supported effectively by provincial and education authority level on creating and maintaining a child friendly learning environments. ***National level:*** F.III.3.1. By July 2013, the current MEHRD structure and functioning has been audited; F.III.3.2. As of July 2014, MEHRD senior leadership, divisions and unit heads take decisions on the basis of information and data from inspection (assessment and monitoring reports), and education performance reports based on analysis of MEHRD quantitative data systems including SIEMIS.		

4.3   Neap 2013-15 Sub-Sector Plans

4.4   Neap 2013-15 Plans; MEHRD, Provincial, and School Level

The detailed and costed plans per sub-sector (strategic goals I and II) and for improved planning, management and monitoring (strategic goal III) are compiled in a separate NEAP 2013-15 document "*NEAP 2013-15, Chapters 4.3 and 4.4*", for easy reference.

To ensure an interrelation between divisional activities and the achievement of NEAP 2013-15 objectives and strategic goals, divisional annual work plans will be based on NEAP 2013-15 plans.

4.5   Assumptions and risks

It is assumed that:

- Local service providers[2] have the capacity, both in quantity of staff as in quality, to provide training services according to MEHRD professional development standards.
- Sufficient human and financial resources are available to support the proposed school-based professional development support system. The system requires:
  - School-based training of ECE coordinators, head teachers and principals in supporting the professional development of their teaching staff (linking assessment of student learning, curriculum, and pedagogy);
  - Subsequent regular (two-weekly or monthly) school supervision and support visits by EA/school cluster supervisors for at least one school year;
  - Peer to peer learning in cluster schools using distance learning self-study materials.

Risks for successful and timely implementation of NEAP 2013-15 include:

- Delay in budget approval by the Cabinet;
- Budget cuts;
- Lack of change in MEHRD staff management i.e., senior managers have to ascertain that MEHRD/Divisional staff follows up on decisions made, that relevant actions are taken, objectives and outputs of annual work plans are accomplished, and that Divisional work contributes to the achievement of NEAP strategic goals.

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[2] SICHE/SoE; USP; and others

5 NEAP FINANCE

5.1 Planning and Budgeting

The NEAP 2013-15 is costed on the basis of activities required to accomplish quantified outputs, which, in turn, lead to the achievement of objectives. Such activity based planning requires SIEMIS and other education data and statistics that are sufficiently accurate to serve as a reliable and sound basis for setting realistic NEAP 2013-15 targets and indicators.

MEHRD databases were not updated and data were not considered to be accurate[3]. Therefore, projections of enrolments were made based on population data from the 2009 census, and using annual population growth rates (2.3%), for the following age groups:

ECE age group	3-5 years
Primary education age group	6-11 years
Junior secondary age group	12-14 years
Senior secondary age group	15-18 years
TVET:	
• RTC	15-18 years
• VTC	17-20 years
• Technical colleges/SICHE, SID	19-21 years
Tertiary	18-21 years

Improved equitable access to education

Projected enrolments, 2010 data on *infrastructure,* including MEHRD *standards for classroom:student, teacher:student ratios,* and *toilet:student ratios* were used to set targets and assessment indicators for objectives and outputs to increase equitable access to education in terms of fairness in access to education for different sub-groups (boys or girls; urban or remote areas; children with special needs; economic background).

Results of the analysis of sub-sector expenditure were used to rethink current allocation of funds over sub-sectors to assure fairness in access to different/higher levels of education (ECE, PE, SE, TVET, Tertiary).

Improved quality of education

Projected enrolments and 2011 data on *teachers, curriculum materials and equipment, student learning outcomes,* and among others, MEHRD *standards on teacher:teacher guide ratio, student:textbook ratio, teacher:student ratio, and CFS standards, etc.* were used to set targets and monitoring indicators for objectives and outputs to improve quality of education in terms of:

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[3] NEAP 2010-12 assessment report, 2012; Barriers to Education Study, 2011

- Relevance of education (educational content);
- Number of teachers certified;
- Number of textbooks per student;
- Availability and use of equipment and facilities;
- Effectiveness of teaching – learning processes (professional development of teachers), learning achievements of pupils and students in particularly literacy and numeracy SISTA results.

Quantified needs, to be provided by heads of sub-sector and cross-sector Divisions, include:

- A quantified overview of ECE minimum teaching-learning materials (ECE);
- A quantified overview of shortage of certified and qualified teachers for each education level, for all subjects, based on number of teachers to be recruited according to the new teacher service handbook (TTDD, to determine the distribution of SoE pre-service teacher training scholarships over education levels and subjects to match supply with demand).

Targets set and quantified needs, are the basis for further discussion on the financial and social costs of NEAP options, including reflection on:

- Allocation of funds over sub-sectors (equitable access; quality of education);
- Who will benefit, for whom is the policy option desirable? What would make the option desirable to all stakeholders? What are the views of parents (for instance, vernacular languages versus mastery of English for tertiary education including scholarships for overseas studies; equitable access to higher education)?
- To what extent are NEAP 2013-15 options compatible with macro-economic development plans and targets (relevance of education)?
- Whether or not consumers of education have to share in the costs? And if so, what happens to the disadvantaged groups (equitable access)?
- What other activities which might benefit the education system cannot be taken because NEAP 2013-15 activities exhausts all resources (cost-effectiveness of options)?
- Sustainability and affordability of NEAP 2013-15.

5.2   Two scenarios for sub-sector expenditure under NEAP 2013-15[4]

Two projection scenarios have been prepared to illustrate the implications for NEAP 2013-15 of recent trends in expenditure and enrolment. The first of these --- the *Baseline Scenario* shown in Table 1 --- is essentially an extrapolation of recent trends. The trend of enrolments 2009-11 was projected for each year until 2015. Despite small sample size, the statistical fit of enrolments was reassuringly high. In order to take account of yearly fluctuations in sub-sector allocations, projected unit costs for 2013-2015 were projected as the average of costs for the period 2009-12. Multiplication of cost per student by the projected number of students yields the forecast expenditure for each sub-sector.

The Baseline Scenario was intended as a trend or "steady as she goes" projection, and this is exactly what we find. Total educational expenditure is nearly 10 percent higher than in 2011, but this is well within the growth rate experienced during 2009-11. But nothing much has changed. Gross enrolment rates for primary, lower secondary and upper secondary hardly change from those in 2011 (146, 74 and 34 respectively, compared to 141, 74 and 36 in 2011). Allocations between the sub-sectors remain approximately constant, with primary still receiving only 42 percent of total education spending. The tertiary sub-sector continues to receive more than 26 percent.

The second scenario --- *Achieving EFA by 2015* --- (Table 2) is conceptually and practically more difficult to construct. The essence of Goal 2 of the *Dakar Framework for Action on Education for All* is that countries should achieve universal primary education (UPE) by 2015. A range of indicators is used to measure progress (UNESCO 2011: 40) but the key idea is that all children should enrol in (and complete) primary school at the correct age. The best proxy indicator we can use with data for SI is the net enrolment rate. In addition, Goal 3 of the Dakar Declaration addresses the learning needs of young people and adults. UNESCO (2011:54) acknowledges that "monitoring progress is difficult, not least because of the absence of quantifiable targets. Goal 3 has been left open to widely divergent interpretations – and the absence of any consensus on benchmarks has weakened scrutiny of government actions. For all these problems, the core principles enshrined in goal 3 are fundamental to the Education for All agenda". In practice Goals 2 and 3 have been conflated into the notion of achieving universal *basic education*, where basic education covers 6 years of primary and 3 years of lower secondary, with again net enrolment rate as a key indicator.

The practical problem for projections of NER in Solomon Islands is the very large number of over-age enrolments. In 2011, there were an estimated 81,361 primary enrolments from the 6-11 age group. In addition there were 32,431 primary students aged 12-14 years. At junior secondary level, there were 8,362 students aged 12-14 years, and more than twice as many --- 18,486 --- aged 15-18 years. It is not realistic to imagine that this large cohort of over-age students can be solved by 2015. The detailed assumptions are described in Annex 1, but the essence of the *Achieving EFA by 2015* scenario is that SI will achieve a primary NER of 100 percent by that date and a lower secondary GER of 100 percent. This latter will mean an ambitious improvement in the lower secondary NER from 23 percent in 2011 to 62 percent in

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[4] Detailed information on education expenditure are provided in Gannicott, K., 2012, Sub-Sectoral Educational Expenditures in Solomon Islands: Calculation and Implications.

2015. It must be emphasised that the assumptions underlying the *Achieving EFA* scenario are highly simplified. They are also very partial, and do not explore the implications of enrolment flows right across the sub-sector, but it is a striking finding that on those assumptions the additional costs of achieving EFA are only 5 percent greater than the Baseline scenario --- money that would not be difficult to find from a re-evaluation of funding the tertiary sub-sector.

Table 1: Baseline scenario for educational expenditure

		2009	2010	2011	2012	2013	2014	2015
ECE	**Enrolments**	16,944	22,640	22,203	23,988	24,529	24,896	25,161
	Cost per student	502	363	327	498	422	422	422
	Expend per ECE sub-sector	8,512,459	8,213,825	7,253,088	11,947,256	10,362,964	10,518,013	10,629,970
Primary	**Enrolments**	108,750	119,175	121,238	123,514	124,553	125,252	125,753
	Cost per student	2,328	2,104	1,808	1,936	2,044	2,044	2,044
	Expend for Primary sub-sector	253,141,932	250,704,446	219,238,434	239,083,725	254,568,288	255,996,942	257,020,914
Lower Sec	**Enrolments**	20,204	25,652	26,164	27,636	28,207	28,593	28,873
	Cost per student	3,599	3,167	2,832	3,387	3,246	3,246	3,246
	Expend for Lower Sec sub-sector	72,706,589	81,229,674	74,090,410	93,614,749	91,562,849	92,815,845	93,724,754
Upper Sec	**Enrolments**	8,764	12,920	12,925	14,241	14,694	15,005	15,231
	Cost per student	4,902	4,038	3,873	4,624	4,359	4,359	4,359
	Expend for Upper Sec sub-sector	42,965,450	52,167,893	50,063,691	65,850,625	64,057,290	65,413,069	66,398,297
TVET	**Enrolments**	2,132	2,228	2,600	2,788	3,022	3,256	3,490
	Cost per student	8,762	6,204	7,090	4,675	6,683	6.683	6,683
	Expend for TVET sub-sector	18,681,352	13,822,992	18,434,080	13,035,167	20,196,072	21,759,848	23,323,670
Tertiary	**Enrolments**	1,475	1,505	1,720	1,812	1,934	2,057	2,179
	Cost per student	66,796	73,834	70,755	70,462	70,462	70,462	70,462
	Expend for Tertiary sub-sector	110,530,446	137,045,515	165,830,449	137,369,172	155,544,055	157,693,943	159,247,746
	Grand Total Education	**506,538,228**	**543,184,345**	**534,910,152**	**560,900,694**	**596,291,517**	**602,505,123**	**608,495,371**

Table 2: Costs of Achieving EFA by 2015

	2009	2010	2011	2012	2013	2014	2015
ECE							
Enrolments	16,944	22,640	22,203	23,988	24,529	24,896	25,161
Cost per student	502	363	327	498	421	421	421
Expend per ECE sub-sector	8,512,459	8,213,825	7,253,088	11,947,256	10,332,695	10,487,291	10,598,921
Primary							
Enrolments	108,750	119,175	121,238	121,191	121,144	121,097	121,050
Cost per student	2,328	2,104	1,808	1,936	2,044	2,044	2,044
Expend for Primary sub-sector	253,141,932	250,704,446	219,238,434	239,083,725	247,618,336	247,522,268	247,426,200
Lower Sec							
Enrolments	20,204	25,652	26,164	29,422	32,680	35,938	39,195
Cost per student	3,599	3,167	2,832	3,424	3,246	3,246	3,246
Expend for Lower Sec sub-sector	72,706,589	81,229,674	74,090,410	93,614,749	106,079,280	116,654,748	127,226,970
Upper Sec							
Enrolments	8,764	12,920	12,925	13,991	15,057	16,123	17,190
Cost per student	4,902	4,038	3,873	4,624	4,359	4,359	4,359
Expend for Upper Sec sub-sector	42,965,450	52,167,893	50,063,691	65,850,625	65,633,463	70,280,157	74,931,210
TVET							
Enrolments	2,132	2,228	2,600	2,788	3,022	3,256	3,490
Cost per student	8,762	6,204	7,090	4,675	6,683	6,683	6,686
Expend for TVET sub-sector	18,681,352	13,822,992	18,434,080	13,035,167	20,196,026	21,759848	23,323,670
Tertiary							
Enrolments	1,475	1,505	1,720	1,812	1,934	2,057	2,179
Cost per student	66,796	73,834	70,755	70,462	70,462	70,462	70,462
Expend for Tertiary sub-sector	110,530,446	137,045,515	165,830,449	137,369,172	155,544,055	157,693,943	159,247,746
Grand Total Education	**506,538,228**	**543,184,345**	**534,910,152**	**560,900,694**	**605,403,855**	**624,398,255**	**642,754,717**

Despite the simplified assumptions of Table 6, it is a striking finding that on those assumptions the additional costs of achieving EFA are only 5.6 percent greater in 2015 than the Baseline scenario. This relatively benign outcome is a consequence of the assumption that both primary and junior secondary would experience improvements in their current high rates of over-age enrolments. The higher sub-sectoral allocations required for junior and senior secondary under these assumptions are partially offset by the lower enrolment and hence lower sub-sectoral expenditure allocation required for primary funding. The problem with this benign interpretation is that data do not exist to build into the EFA scenario the likelihood that policies to reduce dropouts and enrol those remaining students not yet attending school will result in a marginal cost per student higher than the average used for the projections.

While the specific arithmetic results in Table 6 need to be interpreted very cautiously, those results demonstrate two key implications for NEAP 2012-15. The first is that EFA can be achieved in Solomon Islands in the coming years: the projections suggest that the quantitative *enrolment* task is not overwhelming. The second implication is that, despite the apparently modest requirement in additional funding, EFA is unlikely to be achieved on current sub-sectoral *expenditure* allocations. As Tables 1 and 2 showed, Solomon Islands already spends a large amount of public money on education, both as a share of its own total public expenditure and by comparison with other developing countries. It is not feasible to assume that EFA will be achieved simply by making available additional public funding for education.

Such a policy would leave unreformed the existing pattern of sub-sectoral allocations. A quick glance at Table 6 shows that the tertiary sub-sector would still account for some 25 percent of public education expenditure --- an astonishingly high amount for such a small number of student beneficiaries. TVET would still receive only 3.6 percent of the total. And the primary share would fall to 38.5 percent, thus continuing the falling trend of recent years. Some reduction in the primary share is, of course, only to be expected if primary enrolments level off, as projected in Tables 5 and 6. But, as discussed elsewhere in NEAP 2012-15, the urgent task for schooling in Solomon Islands is not simply that of improved school attendance: higher enrolment must be accompanied by an improvement in the quality of education.

Changes in sub-sectoral allocations require policy decisions, some of them painful, as in the case of tertiary funding. Those policy changes need to be supported by crucial reform of budgetary processes and planning. The sub-sectoral allocations reviewed in this section should be available to education planners on a continuing basis. This does not happen at present. Those allocations have to be constructed, in a time-consuming process, from the raw expenditure data. These data are highly detailed and highly fragmented. There are 36 cost divisions and some 300 individual line items. Expenditure for most sub-sectors of education is scattered over several cost divisions, making it difficult for planners to gain an overall view of expenditure in any sub-sector. The result is that allocation decisions are often made predominantly on an administrative basis, according to the priorities of the various cost divisions, rather than the policy-driven requirements of the education sub-sectors.

At present there is no rolling budget or 5-year expenditure framework. Budget categories are largely input items (salaries, fuel, utilities, maintenance, etc) and so are not readily convertible into the ministry's objectives. It is true that when the budget is prepared, or when MoFT announces its Revised total budget for each ministry in the light of macro-economic considerations, MEHRD has its outcomes and objectives in mind when the various committees

are deciding how to allocate the budget among the 36 cost divisions, but that is a long way from explicit appraisal of how that budget should be allocated in order to achieve the ministry's overall objectives for each sub-sector and for education as a whole. It would make an important contribution to education planning in MEHRD if the existing complex budget structure were (i) simplified to better reflect the sub-sectoral structure of education, and (ii) if that sub-sectoral structure then became the basis for development of a Medium Term Expenditure Framework (MTEF). That would pave the way in due course for explicit output budgeting, the development of performance indicators, and expenditure allocation to sub-sectors in the light of the objectives to be achieved.

5.3   Costing

Detailed information on costing of NEAP 2013-15 plans (development budget) are compiled in a separate document: NEAP 2013-15, detailed costing Tables, May 2012, for easy reference.

6   HUMAN RESOURCE DEVELOPMENT AND MANAGEMENT

Feasibility of NEAP 2013-15 implementation depends to a great extent on the available human resources for implementing policy options. Staff numbers need to be in line with the amount of work to be done. Provision of training will be outsourced to service providers. Additional staff is required to plan, manage and monitor proposed infrastructure development for ECE, PE, SE, TVET. The NEAP 2013-15 includes contracting infrastructure experts at national and provincial level on a temporary basis.

Equally important for effective implementation of the NEAP 2013-15, is the quality of staff members' work performance since this determines, ultimately, performance of the education system. HRD and HRM are investments in MEHRD staff, meant to improve the standard of work.

A first requirement for effectiveness of HRD is the willingness and ability of education managers to evaluate performance of individual staff against the function and responsibilities of their respective divisions, and to take appropriate actions according to findings. Only in such organisational setting, provision of training (HRD) is a fruitful way to address lack of knowledge or skills.

- Is the division of responsibilities, functions and tasks clear within MEHRD, and are all tasks covered for?
- Is performance of staff related to performance of Division and is it fulfilling MEHRD responsibilities?
- How is MEHRD managed? Are staff members effective in their performance of tasks? What is done to improve staff performance?
- Have MEHRD units enough qualified staff to implement policy options?
- Have staff adequate skills, attitude, commitment, and motivation? What is lacking? Is training is required? If yes, training in what?
- How to attract, retain, and effectively use trained staff?

Secondly, the professional development of staff needs to be strongly related to training needs identified in relation to improved job performance. This requires:

- An identification of *training needs* based on job requirements, to be determined during staff appraisal interviews conducted by Heads of Division on the basis of job requirements and expectations of job performance;
- With training needs *only skills* are meant i) which were not part of job requirements, ii) which are expected to be improved through working experience and on-the-job learning, and iii) which, once acquired, will improve job performance;
- Heads of Division able to assess the impact of training on staff professional behaviour and to provide regular feedback on staff performance;
- Heads of Division reporting on impact of staff training to senior management.

Supply of predetermined training courses significantly limits the effectiveness of HRD investments especially since there is little or no evidence that Heads of Divisions are linking the participation of staff members in training courses to functions and tasks or improved professional behaviour.

Another cost-effective way of increasing the quality of the work force is to recruit staff based on qualifications against job-descriptions.

Although a performance appraisal system was established to develop individual MEHRD staff members' capacity in relation to the functions and responsibilities of their respective Division, not all Heads of Division have put the system into practice. Lack of subsequent monitoring of staff performance may explain why MEHRD staff still "*shows limited desire to go an extra mile in performing their designated task*"[5].

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[5] Human Resource Development Interim Report, 2011