



VESP

**VANUATU EDUCATION
SUPPORT PROGRAM**

Teacher policies and management in Vanuatu

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Abbreviations

B. A.	Bachelor of Arts
B. Ed	Bachelor of Education
CP	Credit Point
ECCE	Early Childhood Care and Education
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
MoET	Ministry of Education and Training
NUV	National University of Vanuatu
SABER	System's Approach for Better Education Results
SOE	School of Education
STR	Student Teacher Ratio
TSC	Teaching Service Commission
VEMIS	Vanuatu Education Monitoring Information System
VESP	Vanuatu Education Support Program
VETSS	Vanuatu Education and Training Sector Strategy
VT	Vanuatu Vatu (Vanuatu's national currency)

Executive Summary

An initial motivation for this study was to understand teacher demand and supply. But as the Vanuatu Education and Training Sector Strategy (VETSS) 2020-2030 took shape and the Ministry of Education and Training's (MoET) corporate plan was rolled out, this initial focus expanded to address areas critical to an effective teacher workforce. The study's findings inform areas outlined in the strategy and the corporate plan: developing a teacher quality framework, improving registration and licensing and boosting capacity development.

The specific objectives of the study include the following:

- Examining teacher recruitment and deployment across schools.
- Reviewing teacher qualifications and professional development.
- Exploring teachers' work hours and availability of teaching and learning materials.
- Analysing instructional fundamentals, such as teacher attendance and curriculum coverage, and recording student attendance and learning.
- Investigating the demand for additional teachers in primary schools.

The study is based on an analysis of the data in the Open Vanuatu Education Management and Information System (VEMIS) related to teachers and primary data collected from 68 primary schools spread across 3 provinces. Observation and interviews with principals, teachers, school council members and provincial education office staff helped capture a comprehensive review of teachers and their functioning in schools. The questionnaires mainly focus on quantitative information with a few closed-ended qualitative questions. COVID-19 restrictions prevented planned in-depth qualitative interviewing.

Key Findings

Teacher recruitment and deployment: The policy for recruiting new teachers with a degree is in place. Though, in the short term, it is likely that the focus will not be on the preservice training for new teachers. Instead, the institutions providing preservice will be preoccupied with upgrading underqualified and unqualified teachers already in the workforce. This report notes that the current low Student Teacher Ratios (STRs) could mitigate the immediate impact of focusing on unqualified and underqualified teachers. However, long term, the upgrading initiative should avoid affecting the preservice preparation of prospective new teachers.

Based on Open VEMIS data, teachers' deployment across primary schools is largely rational but has room for improvement. The correlation coefficient between enrolment and teachers ranges from 0.64 to 0.84 across the 6 provinces. When the value is 1, the deployment is perfect.

Teacher qualifications and professional development: At present, 26 primary school teachers are qualified, 1,629 are considered underqualified, and 530 are unqualified. Upgrading such a large group is a sizeable mandate and should consider the following: (i) the likely loss of classroom teachers during upgrading, (ii) the significant salary increases required once teachers are upgraded, (iii) the need to identify effective teachers and prioritise training for less effective teachers, and (iv) the school survey's findings that 57% of the 127 primary school teachers interviewed possess senior secondary education and, therefore, some level of subject content knowledge. The upgrading of qualifications for primary school teachers who have attended secondary school could be undertaken later and priority given to those who have not.

Teachers' work and availability of materials: According to the Teaching Service Commission (TSC), a full-time teacher should teach between 18 and 24 hours per week. Taking into account lesson preparation and administration, the school norm is 30 hours a week, and the majority of teachers (41%) said they worked 30 hours per week, 22% less than 30 and 37% above this norm. Due to the significant community recruitment of teachers, there is less clarity in how teaching responsibilities are distributed and undertaken in schools. The lack of clarity is evident with only 47%

of teachers teaching 3 to 4 subjects whereas the expectation in primary would be for the majority of teachers to teach most of the subjects. While all teachers can access teacher guides, there is a severe shortage of textbooks in classrooms. Prioritising how to address this shortage of textbooks is critical to improving learning. The languages teachers and students use in the classrooms also affect the availability of materials and learning.

Analysing instructional basics: This study examined 4 areas: (i) Teacher presence in the classroom was a concern. Data collectors observed an absence of 1 to 6 government and community teachers in 57% of classrooms on the day of their visit. (ii) The cumulative loss of curriculum coverage could be significant. The expectation for 2021 was that at least 60% of the language and mathematics curricula would be taught. But the report's data indicates the average was about 50% in language and 60% in mathematics for year 3, while for year 6 it was 50% for both subjects. (iii) Teacher recording of student attendance was not uniform. More than 50% of the registers were neat and detailed, indicating systematic attendance monitoring. About 20% were incomplete and a few were empty. (iv) Finally, teacher recording of student learning (formative assessment) is critical as it captures how much and when children learn the different curriculum areas during the school year. The majority of teachers (about 83%) were monitoring student learning in some form.

Teacher demand: Forecasting teacher demand accurately requires reliable data. This data should include information on the number of teachers working in schools and student-related figures concerning school enrolment, year repetition and dropout rates. Data on the number of teachers teaching in Vanuatu's government and non-government assisted schools is incomplete. Schools are recruiting community teachers, significantly augmenting the number of teachers they hire. This study highlights the fluctuating student enrolment data and the less than systematic monitoring of year repetition and dropout rates in schools. The increased number of teachers and fluctuating enrolment may lead to low STRs and system inefficiencies.

Study recommendations

Actions that could be implemented immediately include:

- Recording curriculum loss and providing remedial instruction to students during vacations to compensate for this loss.
- Ensuring teacher registration and Open VEMIS to include information on teachers' basic school qualifications (primary and secondary education).
- Redeploying teachers in schools with very low STRs.
- Prioritising textbook distribution in provincial education offices and MoET
- Ensuring teachers' job descriptions include curriculum coverage, systematic recording of student attendance, testing and documenting student learning.
- Ensuring principals' job descriptions include the oversight of teachers, especially monitoring teacher enrolment, attendance and curriculum delivery.
- Resourcing and documenting provincial education office roles and responsibilities vis-à-vis teachers and principals.
- Tasking provincial education offices with documenting the hiring of community teachers.

Actions that could be implemented over the long term include:

- Planning teacher upgrading so that it does not sideline the preservice training of recruits to the teacher workforce.
- Initiating a study of the effectiveness of different professional qualifications in the classroom.
- Implementing a staggered approach to upgrading teacher qualifications, starting with teachers without a secondary education.
- Conducting a qualitative, small sample analysis of teacher management to better understand community teacher recruitment, work distribution and teacher accountability.

- Initiating a principal and teacher appraisal process that examines teaching hours, curriculum coverage, attendance and learning outcomes and includes the results in teacher and principal licensing.
- Mandating and assisting principals and provincial education offices to maintain and monitor teacher and student data and establish a regular data verification system.
- Implementing systematic capacity building, staffing (especially for consistent school monitoring) and resourcing at provincial offices so that MoET can fulfil its Corporate Plan.

Introduction

Ensuring an efficient and effective educational system is critical to a country's progress and wellbeing. To foster the development of such a system, MoET has adopted VETSS for 2020-2030 (Government of the Republic of Vanuatu, 2020a). This plan provides a roadmap for the effective expansion of the education sector.¹ Strategy 6, a part of Pillar 3 of the VETSS on improving quality education, expresses MoET's intention to improve the teacher workforce. The recently established Corporate Plan 2022-2026 lists the following relevant strategies:

Improve teachers' and school leaders' skills to support the achievement of learning outcomes by developing and implementing (1) National Teacher Quality Framework, (2) National Teacher Development Policy, (3) Teacher Registration and Licensing Policy, and (4) Teaching Service Staff Manual Standards. (MoET, 2021a, p.17)

The above strategies aim to achieve Outcome 6: 'Teachers and school leaders engaged and support learning in schools.' With its focus on primary education, this study assists in implementing the above strategies related to achieving a productive and efficiently coordinated teacher workforce for primary schools. It builds on and expands the 2 earlier studies completed a decade ago on teachers in Vanuatu (Bennell, 2012 and Thornton, 2010). Using primary data analysis from 68 schools and secondary analysis based on Open VEMIS data, the study's specific objectives include:²

- Examining how teacher recruitment and deployment occur across schools and the resulting STRs across provinces.
- Reviewing the qualifications of teachers currently in the workforce to address the intentions for teacher development.
- Exploring teachers' work hours and the sufficiency of instructional aids and materials necessary for teachers to fulfil their responsibilities.
- Probing the extent to which teachers cover the curriculum, engage with the formative or continuous evaluation of student learning and monitor student attendance to inform teacher appraisal and licensing.
- Focusing on teacher requirements and the challenges posed by Gross Enrolment Ratios (GERs), STRs, salaries, student repetition, and student dropout.

¹ Accordingly, the VETSS includes strategies and activities arranged across 3 pillars – access and equity, quality and management – to improve sector performance. The access and equity pillar lists 10 strategies for implementation in the next 10 years, the quality pillar another 7 strategies and the management pillar 6 strategies. Each strategy includes a range of activities for implementation over the next decade. The Vanuatu Education Sector Support Program (VESP) contributes to the implementation of the VETSS.

² Open Vanuatu Education Monitoring System (Open VEMIS) is a computerized data collection, processing, maintenance and dissemination system for the MoET. Data is collected and stored in this database on the status and outcomes in education.

1 Country context

According to the 2020 Census (Government of the Republic of Vanuatu, 2021a), Vanuatu has a population of 300,019. More than two-thirds of the population live in rural areas. The literacy rate is 77% for the Anglophone population and 40% for the Francophone population. About a third of the population is below 15 years old. Vanuatu's poverty rate is low at an average of 12.3% (Government of the Republic of Vanuatu, 2020a), reflecting the potential for community support for education.

Most of Vanuatu's households (94%) have access to indigenous lands and feel it is sufficient for their needs. The land is used by 87% of the population for both residing in and growing food. (Government of the Republic of Vanuatu, 2021b). In addition, most of the population has full or partial access to forest and marine resources. (Government of the Republic of Vanuatu, 2012). The availability of land and other resources contributed to Vanuatu's high ranking in 2021 on the Happy Planet Index. The index is calculated based on a country's level of wellbeing multiplied by its population's life expectancy and divided by the population's ecological footprint.³ This sense of wellbeing and the freedom and access to natural resources may influence student attendance in ways worth exploring but are beyond the scope of this current study.

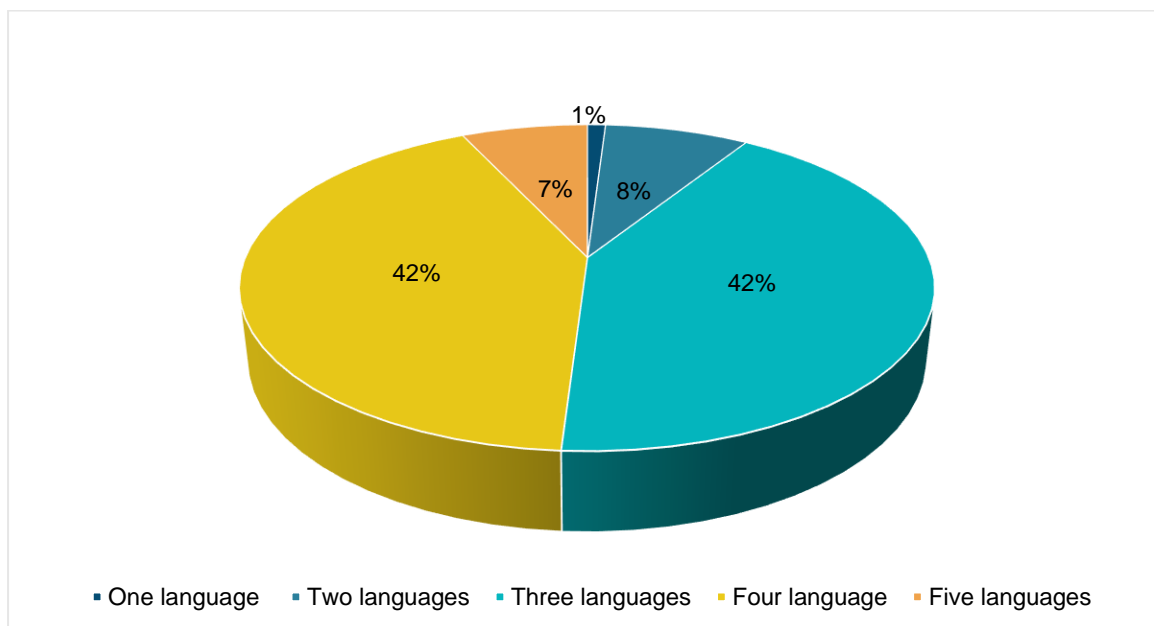
According to the WorldRiskIndex (Bündnis Entwicklung Hilft, 2021), Vanuatu is one of the most vulnerable countries to natural disasters. The country's location in the Pacific and the 'ring of fire' renders it vulnerable to earthquakes, cyclones and tsunamis. Climate change is expected to exacerbate some of these hazards in the future. In 2015, tropical cyclone Pam caused severe damage. In 2020, tropical cyclone Harold ravaged several islands (the Australian Bureau of Meteorology rated both cyclones as category 5 – severe). In 2017 and again in 2018, the eruption of the Lopenpen volcano led to the evacuation of the island of Ambae's entire population. Well before these natural disasters, a World Bank report (Jha and Stanton Geddes, 2013) estimated Vanuatu's average annual loss from natural disasters to be 6.6% of Gross Domestic Product (GDP), more than 10 times the global average and significantly higher than the average for other Pacific Island countries. While Vanuatu has been fortunate in avoiding community outbreaks of COVID-19 at the time of writing this report, the impact of border closures and loss of tourism income has contributed to lowering the growth rate in 2020 to 2.6% (the Ministry of Finance and Economic Management, 2021). With USD 2,870 per capita income, Vanuatu is a lower-middle-income country.⁴ In addition to the service sector (which contributes an estimated 65% to the nation's GDP), agriculture, fishing, and forestry are critical industries. Manufacturing and construction are relatively small, contributing less than 10% of GDP.

Culture forms the basis of sustainable social and economic development (Hybrid Fact Sheet 2020b), and language forms the primary vehicle through which culture is shared and transmitted across generations. 'Lanwis' refers to the 110 distinct languages spoken in Vanuatu. Figure 1 displays the number of languages spoken by a ni-Vanuatu (defined by the Australian Oxford Dictionary as a national of Vanuatu). The most common is oral proficiency in 3 or 4 languages. Only 1% of the population speaks a single language. The majority speak 3 or 4 languages. This multilingual dimension and its implication for teaching and learning are reflected in the report's discussion of the medium of instruction and the availability of instructional materials.

³ <https://happyplanetindex.org/happy-planet-index-2021-launch-event-recap/>

⁴ <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=VU>. In 2019, the per capita income was USD 3115.4 and this has reduced in 2020 by more than USD 200.

Figure 1: Language spoken by people in Vanuatu



Source: Hybrid Fact Sheet 2020a

2 Global discussions on teacher workforce management

A key document regarding research findings and best practices related to the preparation, recruitment, and retention of quality teachers was published by the UNESCO-supported International Academy of Education and International Institute for Educational Planning (Cooper and Alvarado, 2006). This document highlights 3 critical areas associated with teacher workforce management: preparation, recruitment and retention. According to the authors, policies in each of the 3 areas should not be ad hoc but developed holistically and coherently for quality teachers. If it is ad hoc, this will cause 'gaps, conflict, and inefficiencies (Cooper and Alvarado, 2007, p. 5).' In Vanuatu, with a national education system, it would be easier to develop a 'coherent framework of policies (Cooper and Alvarado, 2007, p. 5)' that ensures its students have quality teachers in the classroom. The report herein expands on these 3 areas in addition to other areas particularly relevant to Vanuatu's teacher workforce.

The World Bank's System's Approach for Better Education Results (SABER) was introduced in 2013 to improve education systems in developing countries. SABER tries to build a knowledge base on the quality of policies and institutions in different areas. It does this through interviews with education officials rather than examining how policies are implemented. SABER, specifically on teacher frameworks (World Bank, 2013), maps the range of teacher management policies countries use. Based on anecdotal evidence, statements are made in some of the SABER reports on how complicated and inadequate policy implementation can cause the policy to fail.

Despite SABER's expedience, its guidance could not avert the learning crisis declared across developing countries⁵ (World Bank 2018, UNESCO, 2017). Therefore, with its concerted focus on learning, this study on the teacher workforce in Vanuatu attempts to capture the areas and nuances that will help the country improve teacher quality. A selective summary of this framework relevant to the Vanuatu context is listed below. Annex 2 includes the complete SABER list provided by the World Bank for primary school teacher management.

Forecasting teacher requirements

- Collecting and analysing data on the supply and demand of teachers.

Requirements for remaining in the teaching profession

- Establishing a career ladder for teachers already in the workforce.
- Defining continuing requirements for teachers to remain in the teaching profession.

Teacher recruitment processes

- Regulating the requirements for entry into the teaching profession.
- Detailing the application process for teachers to be recruited.
- Defining the that inform the selection process.

Teacher employment placement and transfer

- Providing logical and clear teacher salary scales.
- Implementing incentives that encourage teachers to work at hard-to-staff schools, teach critical subjects (where there is a shortage) and take on leadership roles.
- Defining a transparent and straightforward process for school appointments.
- Putting policies in place for transferring teachers across schools.

Teacher job descriptions, oversight, and support promoting

- Communicating precise job requirements to teachers (for example, teaching hours).
- Establishing a clear process for evaluating teacher performance based on job descriptions.
- Specifying and monitoring teacher performance evaluations on employment conditions (promotion and disciplining).
- Specifying and monitoring the connections between the results of teacher performance evaluations and professional development opportunities.

⁵ Globally, 56% of the children in the primary and lower secondary age groups did not meet minimum proficiency levels in mathematics while the figure for reading was 58%. All these numbers are averages with wide variations across countries, states and provinces within a country. (UNESCO, 2017).

The World Development Report on education (2018) discusses ‘the importance of aligning the teacher workforce to teaching and learning.’ The Organisation for Economic Co-operation and Development (OECD, 2018) examines teachers’ selection, development, evaluation and compensation in countries with high and low student achievement. Though primarily focused on countries with considerable resources, some of these findings are relevant for Vanuatu.⁶ The analysis highlights common elements across high-performing countries:

- Teachers had the abilities of college graduates.
- Teachers were required to have an extended induction period before confirmation of employment.
- Teachers were appraised regularly.
- Teachers were provided appraisal-based, continuous professional development.
- The differences between a teacher’s salary and those of persons in other professions were insignificant.

Kerrie Wratten (2018) provided the Australian Parliament (2008 – 2018) with a thoughtful analysis of teacher performance evaluations in developed countries. The analysis highlights accountability measures, professionalisation and instructional leadership. Each of these is highly relevant to this study on teachers.

The above section provides an overview of the global discourse on teacher workforce management. This global discourse has so far been unable to avert the learning crisis happening across developing countries. Therefore, while the section identifies the most broadly relevant research, this study’s data collection and analysis go beyond the international discussion and focus on what specifically drives learning in Vanuatu. The following analysis helps to understand existing policy implementation in schools and informs the development of an overarching Teacher Quality Framework as described in Vanuatu’s sector plan.

3 Sector Background

Vanuatu achieved independence from France and Great Britain in 1980. While its education system operates under the single Education Act of 2014, schools continue to operate as either Anglophone or Francophone. The Government of Vanuatu’s 2010 National Curriculum Statement articulates a commitment to establishing a truly harmonised Vanuatu curriculum. Based on these standards, a primary school syllabus was established in 2013. Years 1-3 have 4 learning areas (Language and communication, Mathematics, Science, and Living in our community). Year 4-6 has 6 learning areas (Language and communication, Mathematics, Science, Social Sciences, Arts and Crafts, Health, and Physical education). The Open VEMIS collects extensive public and private schooling data in each of Vanuatu’s 6 provinces.

Of the 300,019 ni-Vanuatu population (Government of Vanuatu, 2021), the 6-11 age group accounts for about 15% (45,902). The GER represents the total enrolment at a specific level of education, regardless of age and is expressed as a percentage of the population in the official age group at that level. As a statistical measure, the GER is expected to be 100% (not above or below). The number of students attending primary school is 56,268, indicating a GER of 123%, which is more than the actual population of 6–11-year-olds. The additional 23% represents either underage or overage students attending primary school. In this instance, overage students might include students starting primary school late or students repeating grades. Both underage and overage students increase the primary school-going population.

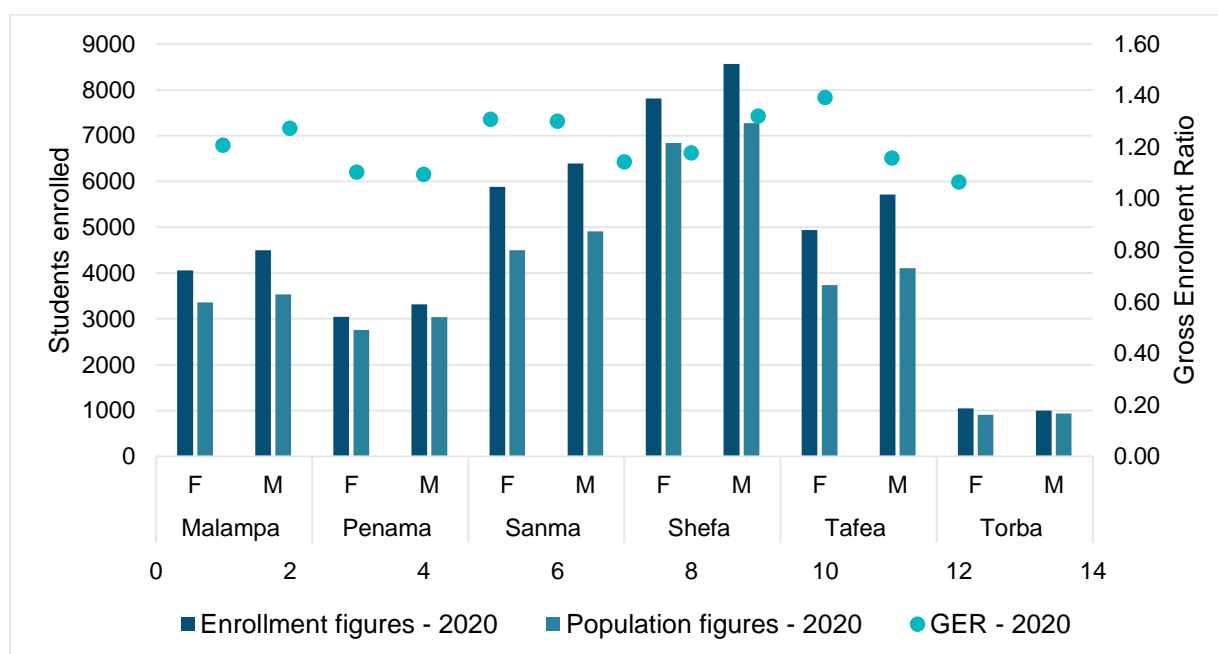
⁶ A third area examined was school control over teachers recruited for the school. This would not work for small, rural schools in developing countries as the applicant pool may not be skilled, or there may not be applicants.

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A similar pattern of high GERs is evident when disaggregating the data according to province and gender (Figure 2). Penama, with a GER of 1.10 for girls and 1.09 for boys, is closest to the expected GER of 100, followed by Torba. Tafea is the highest at 1.32 for girls and 1.39 for boys, with 32% of girls and 39% of boys in primary schools not in the appropriate age group. Across the 6 provinces, there were more males than females in the primary age group population. Having said this, the GER for girls is higher than for boys in 3 provinces – Torba, Sanma and Penama. This situation is reversed in the other 3 provinces where the GER is higher for boys than for girls.

Figure 2: Gross Enrolment Ratios



Source: MoET, Statistical Digest 2022b.

Based on the 2021 Statistical Digest, 428 primary schools operate across the country's 6 provinces. As shown in Table 1, the government supports 91% of schools while 9% are fully private. Primary schools can be fully government funded (government schools) or partially government funded (non-government assisted schools).⁷ Government schools account for 61% of primary schools, while non-government assisted schools (mostly Church-owned) account for about 30%. Thus, most students are enrolled in government or non-government assisted schools. The proportion of Anglophone and Francophone schools has held constant for several years, accounting for 66% and 34% of the primary schools, respectively.⁸

⁷ According to the 'Vanuatu School Grants Code (2021),' an Education Authority is responsible for the operations of non-government assisted schools and the MoET assists with grants, teachers and other resources.

⁸ Under Vanuatu's language policy for education, the vernacular, including Bislama (one of the national languages), can be used as the medium of instruction in early childhood education (up to year 4). However, the Open VEMIS records only 3 vernacular schools.

Table 1: Different types of schools offering primary

Province	Total	Gov assisted (mostly church-owned)	Church Private	Government	Private
Malampa	84	30		54	
Penama	62	24		38	
Sanma	89	32	1	55	1
Shefa	92	15	2	63	12
Tafea	74	23		49	2
Torba	27	7	19	1	
Total	428	131	22	260	15

Source: MoET, Statistical Digest 2022b.

4 Study Methodology

This study focuses on primary schooling. Data from schools and provinces enables the detailed exploration of 2 critical dimensions in an education system: ensuring good quality teachers in primary school classrooms and the cost of providing good quality primary education. This study focuses on the former, namely the implementation of teacher policy frameworks for quality teaching and learning and teacher management in primary education.⁹ The study aims to understand how teachers work and how they are managed and supported in the institutions that work in, namely primary schools.

The study's methodology includes the primary analysis of data collected from schools and provinces. This primary analysis was complemented by a secondary analysis of relevant cost data from Open VEMIS. To obtain a more in-depth understanding of teachers, the study planned detailed, qualitative interviews for a small sub-sample. However, COVID-19 related travel restrictions meant these interviews did not take place.

Primary data was collected from a sample of provinces. The survey selected the provincial education office and a proportion of schools in the provinces for analysis. Regarding the analysis of Open VEMIS data, the data are used in 2 ways. Data from the 6 provinces are examined where available, relevant, and valuable for furthering the study's objectives. Open VEMIS data that apply to the schools in the sample survey are also analysed and compared with data collected in the study. This enables a comparison of global data collected in an information system (taken one day of the year) and school level data systems.

⁹ A separate study examines the expansion and management of the teacher workforce. Its findings have implications for the analysis of primary education financing.

4.1 Sample

The sample for the primary data collection included schools from 3 provinces in Vanuatu, Shefa, Tafea and Torba. Shefa and Tafea represent more populated provinces (similar to Sanma and Malampa), while Torba is less populated (similar to Penama). The 3 provinces cover the country's north (Torba), south (Tafea), and centre regions (Shefa) and were less affected by the tropical cyclone than other provinces. As shown in Table 2, the school sample included 68 randomly selected primary schools or 16% of Vanuatu's primary schools.¹⁰ Government schools are twice that of non-government assisted schools in Vanuatu.¹¹ The 56 government schools in the sample represent 22% of total government schools, and the 8 non-government assisted schools represent 6% of non-government assisted schools.¹² The sample included 28 schools (36% of total schools) from Shefa, 33 schools (46% of total schools) from Tafea, and 10 schools (38% of total schools) from Torba.

Table 2: Study sample and instruments

	No of participants	Instrument
Interviews		
Principals	68	Questionnaire
School council chairs	62	Questionnaire
Year 3 Teachers	64	Questionnaire
Year 6 Teachers	63	Questionnaire
Total persons interviewed across schools	257	
Observation		
Year 3	66	Observation
Year 6	62	Observation
Total classrooms observed	128	

At the provincial level, an Inspector and the Provincial Education Officer from 5 provinces participated in the study (officials from Sanma were unavailable). In addition, the following school improvement officers participated: 1 from Penama, 2 from each of Shefa and Torba and 3 from each of Tafea, Malampa and Sanma.¹³

¹⁰ Three schools were excluded from the analysis. Two of these schools were not found in the Open VEMIS system. Reasons for this are unknown. A third school was in the Open VEMIS database but without any data.

¹¹ Non-government assisted schools are often owned by church entities and receive partial financial support from the government. Their management usually remains with the church or private entity.

¹² The original intent was to have a proportionate representation of government and non-government assisted schools. However, due to the logistical challenges of travelling to schools, the study could not support proportionate representation. Instead, the non-government assisted schools that could not be visited were compensated for with additional randomly selected government schools to make up the 16% overall sample.

¹³ Inspectors and School Improvement Officers crucial for a province's oversight functions were withdrawn. The MoET is working to replace these roles.

4.2 Instruments

The study included questionnaires to the principals, school council members and teachers. Year 3 and Year 6 teachers were interviewed, representing the midpoint and endpoint in the primary school cycle. Year 3 and Year 6 classrooms were also observed. The extensive nature of the questionnaires was due to the teachers and costs components having several items essential to fully understanding what was happening at the school level. Moreover, to capture 'business as usual', the questions tried to explore varying perspectives of on the same topic by posing similar questions to different sources. While the instruments were long and detailed, the interviewers' ability to tailor the questions to various individuals (instead of just one person) helped avoid response fatigue. The research approach enabled on the one hand, assessing the information's coherence and on the other, helped expand and nuance one person's response with another person's response on the same topic. For example, the study explores the issue of textbooks by asking for cost data, checking textbook availability for teachers, and seeing the texts in the classroom first-hand. Teacher salaries are another example where a principal's statements could be reviewed in light of what teachers said.¹⁴ Questionnaires were also submitted to all the individuals participating in the study at the provincial level. The questionnaires are available from the research staff in MoET's policy and planning unit.

4.3 Analysis

While keeping the objectives of the study in mind, the analysis is iterative, weaving together the following:

- Open VEMIS population-level data where relevant.
- Open VEMIS data on the schools in the sample survey.
- School and provincial level sample survey data.

The study is quantitative, relying on descriptive statistical analysis and simple correlations of data generated through questionnaires. The analysis includes data generated from closed-ended qualitative questions. The study's use of photos enables visual data analysis. The study also collates closed-ended qualitative responses and visual data and triangulates them with quantitative data.

4.4 Ethical concerns and study limitations

Sharing the study concept note with MoET, VESP and the development partner ensured transparency in the study's proposed objectives and data collection and analysis. The translation of the instruments into Bislama also improved transparency and understanding. The research team consistently included a MoET representative.

MoET was involved with identifying enumerators. Before recruitment, the enumerators had to provide a valid police clearance and comply with the child protection code before receiving approval to work in a school environment. Data collection could only begin after receiving formal authorisation from the provincial education offices. The provincial education office also approved the randomly selected schools. School personnel signed letters of consent before the interviews, and provincial education staff accompanied the enumerators to the schools when possible.

¹⁴ The study engaged a team of experienced education enumerators to collect data from the 3 provinces. Each province was assigned 2 teams of 2 enumerators each. The enumerators were responsible for data collection using the survey instruments listed in the methodology. The Vanuatu National Statistics Office gave tablets to the enumerators. The team received comprehensive training in the survey instruments, the studies' purpose and how to use the tablets. They also participated in a pilot and a debriefing before commencing fieldwork. The team in Vanuatu oversaw the daily collection of data and made comments.

The names of the individuals interviewed are removed from the analysis and the schools are only identified by the Open VEMIS number. All spreadsheets containing the content of the questionnaires and the photos taken include the Open VEMIS number only. Confidentiality and information aggregation at the school level are maintained throughout the study. The focus is on broad patterns across schools and not on idiosyncratic distinctions, which would require identification.

The limitations of the study include:

- Without qualitative interviewing, the study could not capture an in-depth understanding of the different procedures and processes surrounding the school and province. In addition, a better interpretation of the quantitative findings would be possible with qualitative interviewing.
- The study is a first of its kind. It could not build on prior experience with the instruments used to collect data from schools and classrooms that are hives of activity and movement. Follow-up studies could build on the methodology and findings of this study.
- Including an analysis of the role of the highest level of government vis-à-vis the school would have contributed to a broader and richer understanding of school functioning. In future, connections made with study findings, especially by government officials, will be invaluable in addressing the constraints to quality education.
- Baseline information on some areas would have allowed the study to expand on this information. For example, there was limited information regarding government and community teachers working together. This information would have allowed the study to analyse further how this works on the ground.

5 Introducing the sample

Initially, general information about the school was collected before focusing on the study's main objectives. Questionnaires asked about school infrastructure (the number of classrooms and toilets in the school) and location (distance from the town). Student characteristics represented in the sample are also discussed, including enrolment numbers, gender distribution, and children with disabilities in the classroom. Finally, this introductory section examines the teachers participating in this study – gender representation, place of residence, and years of experience.

5.1 School infrastructure and location

Fifty-one schools had between 2 and 8 classrooms. Nine schools between 8 and 11. And 8 schools between 11 and 21 (Figure 5). Classrooms and enrolment were compared for all schools in the study, evincing a good correlation.¹⁵ This meant the number of classrooms for a school could be reasonably estimated by looking at its student population. To express this differently, for the schools sampled, the number of classrooms provided was usually proportionate to the number of students in a school.

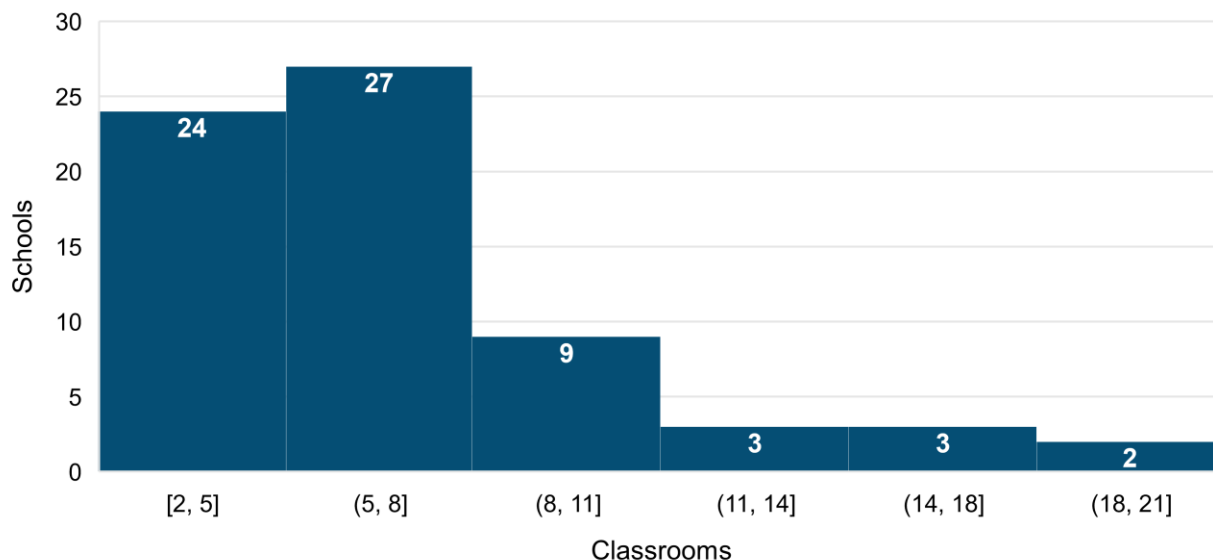
All the schools had a water source of some sort (stream, well, tank or other). Toilets were also available in all the schools.¹⁶ Some schools had many toilets; for example, 12 schools had between 6 and 9 (Figure 6). A large segment of 36 schools (67%) had between one and 6 toilets. The study examined the relationship between the number of toilets and school enrolment in the sampled schools. There was a fair correlation suggesting some predictability between the size of school enrolment and the number of toilets provided.¹⁷

¹⁵ The correlation was .76, $p < .001$. If the r is 1, it would suggest that the relationship between the way in which classrooms were provided is fully predictable and commensurate with the level of enrolment in the school.

¹⁶ The MoET standard facility and equipment in School provides 20 students with one toilet and separate toilets for girls and boys.

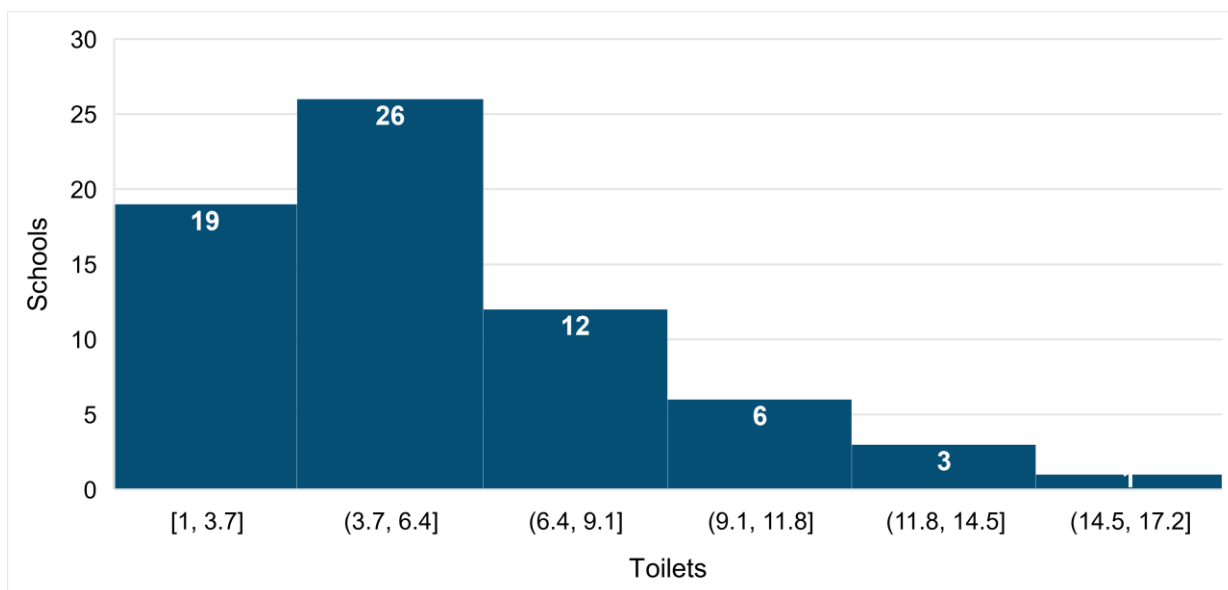
¹⁷ The correlation between toilets and students enrolled was .63, $p < .001$. (Outlier included, 32 toilets and 697 students).

Figure 3: Classroom distribution across schools (n= 68)



Source: Principal Sample School Survey 2021

Figure 4: Toilets distribution across schools (n= 67)



Source: Principal Sample School Survey 2021. Note: the survey does not include one outlier with 32 bathrooms.

The distance of the sampled schools from the nearest town was also measured (Table 3). Distance from the nearest town points to how easily a school can procure supplies and other requirements. Moreover, if there is no local teacher accommodation, proximity to a town would also be attractive for teachers. Seven schools did not provide the distance. In the other 61, the distance of schools from the nearest town ranged from 0 to 500 km. The average distance across the 60 schools that responded to this question was 29 km from the town. About 25 schools were below 6 km from town, and 11 schools were further than 30 km.

Table 3: School distance to town (n= 61)

Kilometres	O-6 km	7-12 km	13-18 km	19-24 km	25-30 km	30 < km
Schools	25	6	6	7	6	11

Source: Principal Sample School Survey 2021. Note: 7 non-respondents

5.2 Students in the sampled schools

Based on Open VEMIS data, the 68 schools participating in the study accounted for 11,145 students.¹⁸ The principals from the sampled schools were asked how many boys and girls were enrolled in their school in 2020. According to the responses of 50 principals able to answer the question, on average there were 91 boys and 82 girls in a school. The answer to the same question from the Open VEMIS data (68 schools) was 84 boys and 78 girls. This discrepancy is discussed further below.

The 127 teachers taking part in the study were also asked whether there were children with disability in their class (Table 4). The numbers provided are for the total sample of Year 6 and Year 3 classes. Fewer Year 6s had children with disability compared to Year 3s. In Year 6s the average number of girls with disability was 33% and boys 44%. In Year 3s the average number of girls with disability was 41% and boys 46%. It is feasible that children with disability drop out as they get older. Table 4's 'other kinds of impairment' was described by a few teachers as 'mental problems', which appears to be the most prevalent followed by hearing impairment among the boys. 'Speech impaired' is evidenced in both girls and boys among Year 3 students but only shows up among boys in Year 6. Visual, hearing and physical impairment were also evident at both levels.

Overall, the number of classes with children with disability attending primary school is less than half of the sampled classes. Providing special attention to children with disability is important in expanding education in Vanuatu. However, further studies are needed to see if the teacher can meet the specific demands of each child with a disability and to what extent this process fragments teaching and learning in the regular classroom. The former has implications for training teachers in teaching children with disability and the latter for the learning of all children in the class.

Table 4: Distribution of classes with children with disability

Type of disability	Year 6 (n=63)		Year 3 (n=64)	
	Girls (% classes)	Boys (% classes)	Girls (% classes)	Boys (% classes)
Vision impairment	2 (3%)	2 (3%)	5 (8%)	4 (6%)
Hearing impairment	2 (3%)	3 (5%)	4 (6%)	8 (13%)
Physical impairment	5 (8%)	2 (3%)	4 (6%)	5 (8%)
Speech impairment	0	2 (3%)	6 (9%)	4 (6%)
Other kinds of impairment	17 (27%)	20 (32%)	8 (13%)	12 (19%)
% Classes with any students with disability	25 (39%)	28 (44%)	26 (41%)	29 (46%)

Source: Teacher Sample School Survey 2021.

¹⁸ The principal was asked this information on how many students were enrolled in the school. About 20 principals could not answer this question so this information could not be generated from the School Survey but from Open VEMIS.

5.3 Teachers' residence and experience

The sample survey consisted of 63 Year 6 teachers and 64 Year 3 teachers, totalling 127 teachers.¹⁹ The proportion of male and female teachers was 65 and 62, respectively. Questionnaires were administered to this group of teachers and their classrooms were observed. Teachers were asked where they lived to understand their living circumstances better (Table 5).²⁰ Most teachers lived in their own homes (61%) or rented houses provided by the school (23%). When asked where they came from, more than 80% of teachers said they belonged to and lived in the village where the school was located or came from a nearby village or town. A teacher's residence and sense of belonging have important implications for teacher recruitment policy. Teachers were also asked how many years they had taught in schools (Figure. 5).²¹ Year 3 teachers are slightly less experienced than Year 6 teachers. Year 3 teachers have an average of about 7 years of teaching experience, and Year 6 teachers have 14. Interviewers asked teachers about their external challenges, such as distance, security, water, housing, toilets etc. Less than 22% of teachers said that these posed challenges for them.

Table 5: Teachers' residence

Location	Teachers (% sample)
Living in their own homes	
Town	25 (20%)
Rural	52 (41%)
Living in rented accommodation	
School house – town	9 (7%)
School house – rural	29 (23%)
Town	2 (2%)
Rural	10 (8%)

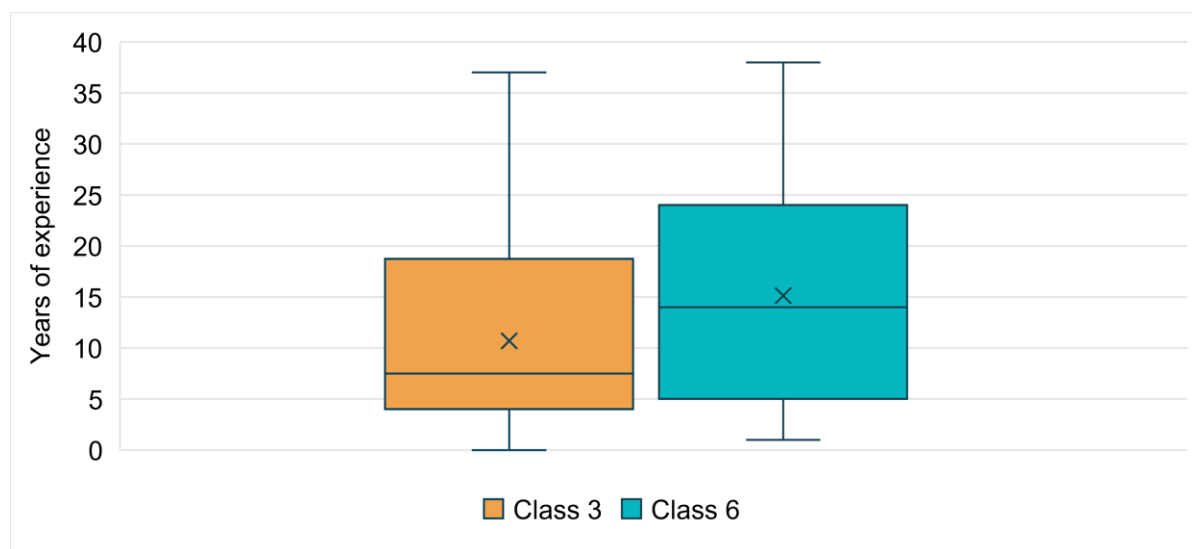
Source: Teacher Sample School Survey 2021.

¹⁹ Teachers from the schools excluded from the analysis of the principal questionnaire were also excluded from the analysis of the teacher questionnaire.

²⁰ Before and just after national independence, almost all teachers in rural areas lived within the school compound. From 2000 onward, teachers found their own accommodation.

²¹ Annex 3 includes an explanation of box plots

Figure 5: Teachers' years of experience (n=127)



Source: Teacher Sample School Survey 2021.

6 Objective 1 – Teacher recruitment and deployment

The TSC is currently establishing a clear and comprehensive teacher recruitment process. The process has been ad hoc, with principals recommending that the Commission include a new teacher on the government payroll. This teacher may or may not have started working in the school when this request was made.

The recruitment policy being developed specifies the appointment of government-paid teachers only to 'registered' government and non-government assisted schools. Registered primary schools (Grades 1-6) and Centre Schools (Grades 1-8) will be provided with government-paid teachers. Teacher allocation or entitlements for a school will be based on student enrolment. This policy was decided through the 2005 Regulation No. 44, requiring a maximum of 30 students to a teacher in primary classes.²² In addition, according to the Vanuatu Draft Teachers Placement and Recruitment Policy 2018-2022 (p.12), teacher recruitment can also take place when a teacher:

- Transfers to another school.
- Gets promoted.
- Retires or resigns.
- Falls ill or dies.
- Takes approved leave (maternity, compassionate sabbatical or study).

The same document refers to government-paid staff as constituting the 'staffing establishment.' The number of teachers in each establishment is generated using Open VEMIS. The recruitment of principals to schools is formula-based (Annex 3) and includes teaching and non-teaching allocations. The number of teachers and principals required and the request for new recruitment are submitted to the Director General for approval to start the process.

²² For secondary schools (7-13), the ratio is 25 students to a teacher.

Teacher deployment, based on Open VEMIS across the 6 provinces, is given in Table 6. The table includes the STR produced by the teachers (obtained by dividing the students enrolled by teachers deployed to that province). The STRs ranged from 26 to 48 students to a teacher. STRs in Malampa, Sanma and Torba are well below the norm of 30:1. Shefa and Tafea, with respective STRs of 32 and 31, are also acceptable as they are close to the norm. STRs in Penama are high and will require additional teachers. STRs have held steady for the last 3 years according to the Vanuatu Education Sector Program (2020). This document also highlights the association between class size and student achievement with increased student achievement as class sizes increased.

The correlation coefficient of determination estimates the relationship between teacher distribution and STR. In other words, even though the STR might be acceptable at a standard set internationally or nationally, this value assesses the effectiveness of teacher deployment within a province. It estimates whether there is a rational distribution of teachers across schools. If the coefficient is 1, teacher distribution is according to the norm. For example, one teacher will be appointed or transferred to ensure an enrolment of 30 students, 2 teachers for 60 students and 3 teachers for 90 students and so on. Shefa has a high correlation coefficient of 0.84 followed by Sanma at 0.82, Penama at .77 and Torba at 0.74. In contrast, Tafea and Malampa's respective coefficients of 0.64 and 0.67 are average.

Table 6: Teacher Deployment

	Malampa	Penama	Sanma	Shefa	Tafea	Torba
Enrolment 2020	8782	6315	12239	16133	10652	2060
Teachers	341	142	480	505	346	90
STR	26	45	26	32	31	22
Correlation Coefficient	0.67*	0.77*	0.82*	0.84*	0.64*	0.74*

Source: Open VEMIS 2021. The P-value for this coefficient was significant at the <.0001

The government is committed to recruiting all new teachers with tertiary degrees. However, at the National University of Vanuatu (NUV), the School of Education's (SOE) efforts to upgrade the qualifications of teachers already in the workforce may ultimately lead to a reduction in the number of potential new recruits. Since STRs are manageable except in Penama, fewer new teachers might be required in the near term. This conclusion will need to be confirmed when student and teacher data are clarified.

7 Objective 2 – Teacher qualification and professional development

There are 2,196 teachers paid by the government working in primary schools across the country. The basic qualification required for a primary school teacher was the Pacific Senior Secondary School certificate. As per the new Teacher Registration and Licensing Policy (July 2020), primary school teachers must also have preservice training beyond this level. The expectation is for a 3-year tertiary preservice training (degree or diploma). According to the Vanuatu Draft Teachers Placement and Recruitment Policy 2018-2022 (MoET, 2018, p. 20), a recruit will have one or more of the following:

- A diploma in Primary Education from a recognised tertiary institution.
- An undergraduate degree in Education from a recognised tertiary institution.
- A postgraduate certificate, diploma or degree in Education from a recognised tertiary institution.

7.1 Teacher qualifications

Open VEMIS categorises teachers as qualified, underqualified, and unqualified. The Vanuatu Draft Teachers Placement and Recruitment Policy 2018-2022 (MoET, 2018, p. 5 & 6) define the 3 categories of professional teaching qualifications. Qualified teachers have a Bachelor of Education (B. Ed), a Bachelor of Arts (B.A.), or a postgraduate qualification. Both the B. Eds and the B. A.s have had supervised teaching practice. Underqualified teachers have a completed or partially completed B. A. but no teaching degree. Unqualified teachers have 'not undertaken any post-secondary Qualification or teacher training.' Based on recent Open VEMIS data:

- 26 teachers are considered qualified (Table 7), with most having a bachelor's degree in education or a postgraduate diploma. In Shefa, however, 5 teachers with a diploma or a certificate are referred to as qualified. The rationale for considering them qualified is unclear.
- Many teachers are considered underqualified (1,629). Most of these hold diplomas or certificates in primary education.
- More than 530 teachers are referred to as unqualified. Many of them only have in-service training in short courses or field-based training.

As there is a range of teaching qualifications, it is difficult to discern the difference between the 3 categories of qualified, underqualified and unqualified:

- B. A., B. Ed., diploma and postgraduate diploma.
- Diploma in various areas related to education.
- Brevet d'Etude Professionnelles (Certificate of Professional Studies).
- Certificate in education.
- Certificate in an area other than education.
- Undergraduate Certificate in Leadership and Management.
- Short courses with a completion certificate.

Table 7: No. of qualified primary teachers and their qualifications

	All	Sanma	Penama	Malampa	Shefa	Tafea	Torba
BA/B.Ed	13	2	1	2	7	1	
Postgraduate	4	1			3		
Diploma	4			1	3		
Certificate	5				5		
Total Qualified	26	3	1	3	18	1	0

Source: Open VEMIS 2021. 3 qualified teachers work in schools without an Open VEMIS number and are thus not included in this table.

7.2 Upgrading teacher qualifications.

The government is committed to improving the formal qualifications of teachers working in primary education. This is an enormous task. Apart from the 26 qualified teachers, all the remaining teachers will be supported in getting their bachelor's degrees. NUV-SOE, previously the Vanuatu Institute of Teacher Education, is Vanuatu's main teacher training entity. It is mandated with implementing the qualification upgrade. Traditionally, the school offered pre-service educational programs through a full-time, on-campus mode for Anglophone and Francophone primary teachers. However, SOE website expects people entering the courses listed below to have several years of work experience in the schools. This indicates the school's commitment to the upgrading initiative.

- NUV-SOE has started upgrading teachers' qualifications to the diploma level in 2021. It commenced delivering an accredited 4-year B. Ed (primary). According to the school's website, the criteria for entry into this program include a senior secondary certificate (Year 13/Form 7 certificate), a diploma in primary teaching (it is unclear if it is a 2- or 3-year diploma requirement), and at least 5 years' experience. From 2024, 60 teachers will graduate yearly with a bachelor's degree in Primary Education.
- Based on the sample survey, only 11% of diploma holders have a senior secondary qualification. It is unclear how many years of study teachers with and without a senior secondary will need to upgrade qualifications. If it is assumed most of the diploma holders will require only 2 additional years of study to complete the upgrade to tertiary, it will take approximately 8 years of full-time study for this group. Furthermore, the implications of this upgrade on financing (future salaries) and on the loss of teachers in the classroom are yet to be fully known.
- In addition to delivering its bachelor's degree, NUV-SOE is upgrading certificate holders to an accredited 2-year diploma. The prerequisites for the diploma are a Certificate of Education and 5 years of teaching experience. Teachers' basic schooling qualifications are not included in the list of requirements. The upgrading is offered through a mixed mode of delivery, which includes 2 week-long workshops and online learning. In the survey study, all the teachers with a certificate possessed a junior secondary certificate or Certificate III/IV. More than 1,000 teachers will need to upgrade their certificates to diplomas. With 123 teachers upgraded annually, this will require around 9 years. After graduating with diplomas, the more than 1,000 teachers must then complete the bachelor's upgrade. As with the diploma, the financial implications and the impact on schools are known.
- The upgrading for the more than 500 teachers without a certificate or diploma is not currently underway. The upgrading of this group would involve first helping them finish senior secondary and then embarking on the subsequent upgrade to a bachelor's degree. This task poses a challenge to the MoET's intentions to have all primary school teachers with tertiary qualifications.

Annex 4 describes the content of the upgrading to the bachelor degree and diploma. The courses included are broad and cover a range of areas and topics. It is unclear whether the upgrade will address teachers' specific limitations in subject content due to their secondary school education. The criterion for doing a bachelor's is about 50% in all subjects. Testing teachers' knowledge before the course begins would clarify if the upgrading syllabi need adjusting. This is particularly true for the priority subjects in primary education, specifically mathematics, language, social studies and science.

7.3 Considerations for upgrading teachers

The following 3 points could inform the decision to upgrade teachers.

First, there is a substantial cost implication for upgrading the teacher workforce. In addition to several years of higher education costs and possible loss of attention given to students during this upgrading period, teachers with an advanced diploma or bachelor's degree will expect significantly higher salaries. In 2020, based on Open VEMIS data, the few teachers with an advanced diploma earned around VT 1,700,000 annually, while teachers with a bachelor's degree earned around VT 1,900,000. With this information we can build the following scenario: if 1,000 teachers with a certificate earn VT 1,100,000 yearly and upgrade to an advanced diploma, they will expect to receive an additional VT 800,000. For those upgrading from a diploma, the expected increase will be VT 600,000. Table 8 provides details on the increases in salary expectations per teacher and the entire wage bill with an upgrade in teacher qualifications.²³ As the table illustrates, the current total wage bill of VT 1,100,000,000 for 1,000 teachers with certificates will climb to VT 1,700,000,000 when these teachers received an advanced diploma and VT1,900,000,000 when they receive a bachelor's degree.

Table 8: Potential teachers' salary increase expectations at the end of the different upgrading programs

	Certificate	Diploma	Total Certificate and Diploma
Average annual salary per teacher (VT rounded)	1,100,000	1,300,000	
Wage bill for 1,000 teachers with a certificate and 500 with a diploma (VT)	1,100,000,000	650,000,000	1,750,000,000
Increase in salary per teacher upgraded to an advanced diploma (VT)	1,700,000	1,700,000	
Wage bill for upgrading to an advanced diploma for 1,000 teachers with certificates and 500 with diplomas	1,700,000,000	850,000,000	2,550,000,000
Increase in salary per teacher upgraded to a bachelor's degree (VT)	1,900,000	1,900,000	
Wage bill for upgrading to a bachelor's degree for 1,000 teachers with certificates and 500 with diplomas (VT)	1,900,000,000	950,000,000	2,850,000,000
Total increase for upgrading to an advanced diploma (VT)			800,000,000
Total increase for upgrading to a bachelor's degree (VT)			1,100,000,000

Note: the above calculations are approximate values based on MoET salary data.

²³ In AUD (1VT=AUD.0123), it amounts to an additional \$9,840,000 for upgrading to Advance Diploma and \$13,530,000 for upgrading to a degree.

Second, it is not clear how the different programs prepare teachers for teaching. Nor how an effective teacher upgrading initiative should be rolled out. In other words, will the additional cost incurred for higher education and salary increases ensure a commensurate advantage in the classroom? Furthermore, is there sufficient information on what kind of upgrade would be suitable for a teacher with a certificate compared to a teacher with a diploma to ensure better outcomes in teaching and learning? There are 2 ways to address this question. This information could be obtained from regular comprehensive teacher appraisals. However, teacher appraisals are not yet in place. While teacher appraisal systems are being implemented, a second strategy could be a targeted analysis of the classroom impact of teachers with different qualifications. Such a study could link teachers' qualifications with students' examination or assessment results. The conclusions of such a study would help guide the planned upgrading of primary school teachers.

Third, recent studies highlight teachers' low subject content level as detrimental to the quality of education.²⁴ A person's performance in secondary education often indicates the level of subject content knowledge rather than their professional qualification. The sample survey collected teachers' basic schooling levels and professional teaching qualifications. About 57% of teachers were senior secondary and 19% junior secondary (Table 9). About 12% had a certificate and 10% a diploma (not in education). Teachers with senior secondary qualifications will have the required content knowledge to teach in primary and require minimum upgrading. Levels of subject content knowledge for teachers with certificates and teachers with diplomas will need to be reviewed, while teachers' secondary school qualifications will require documentation as they are not available on Open VEMIS. Upgrading could be offered first to those without senior secondary and professional qualifications. On the other hand, upgrading teachers with senior secondary qualifications could be considered later.

Table 9: Teachers' school education (n=127)

Basic qualifications	Teachers (in %)
Junior Secondary	24 (19%)
Senior Secondary	71 (56%)
Certificate III, IV	15 (12%)
Diploma	13 (10%)
No response	4 (3%)

Source: Teacher Sample School Survey 2021.

²⁴ Bold et al. (2017) examines teachers' correction of student answers to tests. In this way, the study tested the subject content knowledge of about 4000 teachers across several sub-Saharan countries (Nigeria, Kenya, Mozambique, Togo, Tanzania). Teachers are weak in subject content knowledge, especially in language.

7.4 In-service/professional development

Teachers were asked when they had taken part in any professional training and when this training took place during the last 7 years (Table 10). 31% of the surveyed teachers had attended in-service training last year and 17% in the last 2 years. A proportion of teachers have not received any professional development (17% of the teachers) and for another 24% it was not recent.

Table 10: Teachers' In-service training

In-service Training (n=127)		
	Teachers	% Sample
Last year	39	31%
In the last 2 years	22	17%
In the last 4 years	19	15%
In the last 6 years	6	5%
Over 7 years ago	30	24%
None	22	17%

Source: Teachers' Sample School Survey 2021.

Principals and school improvement officers were asked what areas were challenging for teachers and they all responded with subject content knowledge first, then pedagogy and student assessment. The planning and rollout of teachers' professional development have to be long term. Similar to the discussion on upgrading, professional development must be targeted and relevant to improving what happens in the classroom. Again, a reasonable understanding of what happens in the classroom can be obtained with systematic teacher performance appraisals. Until that is in place, professional development could be centred on increasing subject content knowledge and pedagogy based on a well-designed test before and after professional development courses. Upgrading within a professional development program could be considered for the third group of teachers without certificates or diplomas.

8 Objective 3 – Teaching hours and teaching and learning materials

This section is critical for understanding the mechanics of teaching and learning. Teachers are responsible for communicating what students must learn. The school timetable over the school year provides the structure and the pace of curriculum instruction to be followed by the teacher. Teaching hours stipulate how much time a teacher must commit to teaching students. Instructional support and materials are essential to facilitating teachers delivering curriculum content and progressing student learning. Achieving literacy and numeracy is dependent on teacher hours and materials.

The number of teaching hours has implications for the length of the school year or the stipulated number of weeks a school functions. The number of weeks would be closely aligned with the time taken for teachers working in the school to complete the defined curriculum outlined for each year of primary school. All the weeks in the 6 primary school years are critical to expose students to all the topics that need to be mastered for this level of education. The survey asked the 68 principals how many weeks the school is expected to function each year. Their answers ranged from 37 to 41 weeks, with the majority (75%) saying it was 39.

8.1 Teaching hours

According to the TSC, a full-time teacher should teach between 18 and 24 hours a week. This expectation does not distinguish between time spent for preparation and time spent teaching. The norm appears to be 30 hours a week, which includes preparation and teaching. The allocation of teaching responsibilities lies with the principal. The sample study included questions to the full-time Year 3 and Year 6 teachers on how many hours they worked each day and each week. Table 11 captures their answers. Most teachers reported they taught 30 hours per week (41%). A group of teachers teach less than 30 hours per week (22%) and a group (37%) more than 30 hours.

Table 11: Teachers' teaching hours per week (n=127)

Hours per week	No. of teachers	% Sample
<20	2	2%
20-25	4	3%
26-29	22	17%
30	52	41%
31-35	13	10%
36-40	33	26%
>40	1	1%

Source: Teachers Sample School Survey 2021.

With the norm of 30 hours work per week, teachers would be expected to be generalist teaching all subjects in primary education. This is in contrast to secondary education where teachers are trained to teach a specific subject. However, as the sample study indicated regarding full-time teachers, 30% teach 4 subjects, and 18% teach 5 (Table 12). Many teachers teach less than 4 subjects. 25% taught only one subject, and 17% taught 3. 92% of teachers taught language, 91% mathematics, and 85% general studies. If a teacher teaches less than 3 subjects, it is not clear how this would align with a 30-hour work week. The distribution of work among the government, school council-paid teachers and volunteer teachers also requires considerable attention. This analysis suggests the management of teachers' work hours and teaching responsibilities needs reviewing. If more details are known

concerning the distribution of work among government-paid and community paid teachers in a school, policies and procedures can ensure effective teaching and learning takes place in the classroom.

Table 12: Number of subjects taught by teachers. (n=127)

Subject	No. of teachers	% Sample	Subject	No. of teachers	% Sample
Language	92	72%	1 subject	32	25%
Mathematics	91	72%	2 subjects	8	6%
General Studies	85	67%	3 subjects	22	17%
PE/Music/Art	50	39%	4 subjects	39	30%
Other subjects	52	41%	5 subjects	23	18%
All subjects	33	26%	6 subjects	3	2%

Source: Teachers Sample School Survey 2021.

8.2 Teaching and learning materials

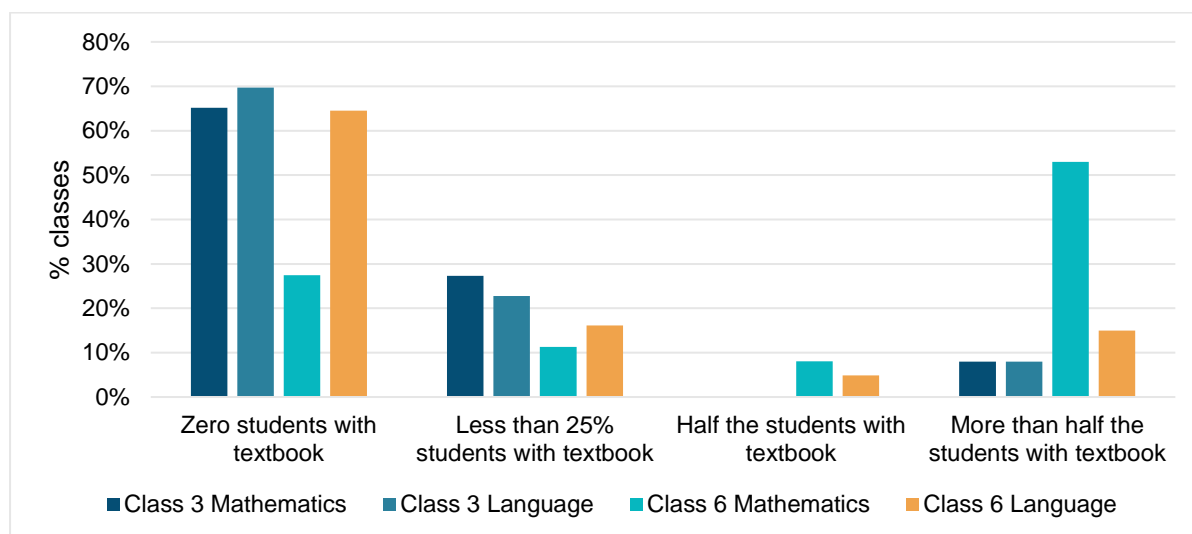
A teacher can only undertake work in the classroom if there are sufficient instructional aids and materials for them to teach and for each child to learn. Stationery and notebooks were observed to be enough in the classroom.²⁵ More than 90% of teachers had teacher guides in language and mathematics. Almost all the classrooms had blackboards, and the condition of these was very good or average.

In the case of textbooks, the findings were less favourable. Observers for Year 3 and Year 6 recorded the number of mathematics and language textbooks they saw in the class. Figure 6 shows that except for Year 6 mathematics, most of the observed classrooms (more than 60%) had zero textbooks. The study calculates the proportion of students with a textbook in the classes. For example, more than half the students had a textbook in 8% of the Year 3 classes for both subjects.

Overall, the situation was much more favourable for Year 6 mathematics. More than half the students in the Year 6 classes had a mathematics textbook. MoET's Curriculum Development Unit explained that this could be because a new mathematics curriculum was rolled out and included textbook distribution financed directly by MoET. The exact number that was distributed is unclear. Principals were asked how much of the school grant was spent on textbooks. Only the principals from 7 schools said that textbooks were bought with the school grant. The number of textbooks bought ranged from 6 books to 1,824 books over 2 years (2019 and 2020).

²⁵ Based on the Cost of Primary Education study, there are some indications that the school did spend the budgeted amount paid under the heading 'stationery.'

Figure 6: Availability of textbooks (n class 3=65 and n class 6=62)



Source: Classroom Sample School Survey 2021.

Language instruction has implications for textbooks and reading material to be produced according to requirements (Table 13). Accordingly, the study asked principals about the language of instruction in their schools. Though the range of languages used in schools could be aligned with national language policies, there are significant implications for the availability of textbooks and other teaching resources in the classroom. In 7% of the Francophone schools and 37% of the Anglophone schools, producing and distributing textbooks should not be an issue as it is a single language in use. Similarly, the challenge would not be significant for 6% Francophone and Bislama and 6% Anglophone and Bislama. However, the many languages used in the remaining schools will have implications for systematic, cost-effective and timely procurement. It will be essential to make decisions on texts and reading material production and distribution, keeping in mind the need for students to be exposed to reading material and for the system to sustainably procure these items in large numbers for classrooms.

Table 13: Languages of Instruction (n=68)

Schools	% Sample	Language of instruction
1	7%	French
1	6%	French and Bislama
4	6%	French and other languages
7	10%	French, Bislama and other languages
25	37%	English
4	6%	English and Bislama
11	16%	English, Bislama and other languages
1	1%	Bislama and other languages
3	4%	French, English and Bislama
2	3%	French, English and other languages
2	3%	French, English Bislama and other languages

Source: Principal Sample School Survey 2021.

9 Objective 4 – Instructional basics

The role of the teacher through the activity of teaching and learning is central to education. This section includes a discussion of 4 fundamental teacher responsibilities. First, teachers have to be present in class. Second, teachers have to monitor student attendance consistently and comprehensively to obtain a sense of the potential for learning in the classroom. Third, teachers have to teach the entire curriculum assigned for a particular year to prepare students for the following year. Fourth, teachers have to monitor their students' learning to judge whether their teaching reaches their students and expands their horizons. The study attempted to explore all these 4 areas, as described below.

Just as teachers are responsible in many ways for their students, the school system is responsible in many ways for its teachers. Teachers must be supported, guided and monitored through a clear-cut but adaptable process designated for them to implement.²⁶ Three persons are relevant to overseeing this function: the principal, the School Improvement Officer and the Inspector. The study reviewed how these 3 roles functioned in the teacher's classrooms.

9.1 Teacher presence and leave

About 80% of teachers said they arrived at school before or on time. 90% said they signed a logbook when they arrived. Principals in the survey were asked how many teachers were present in the school on the data collection day. Of the principals of the 68 sampled schools, 43% said there were no absentee teachers. The principals in the remaining schools (57%) said there were between 1 to 6 government and community paid teachers absent on the day of the visit. Principals were also asked why teachers take leave. Most principals (76%) said teachers took extended leave because of sickness and training, followed by family reasons (68%). Administrative and official duties and social events came next. About 40% of principals said teachers take leave to collect their salary. The interviews with Year 3 and Year 6 teachers reflect the same leave-taking trends, with sickness and training being the main reasons for absence from school.

9.2 Teachers' monitoring of student attendance

The study noted inconsistencies in the registers used for recording student attendance (see the examples in Picture 1). More than 50% of the registers were neat and detailed, indicating systematic attendance monitoring. About 20% were incomplete and a few were empty. The study also examined how accurately the registers reflect student attendance. In 7 classes, each in Year 3 and Year 6, students were present who were not on the register. This difference ranged from 1-19 students, representing a fluctuation in students enrolled and attending school.

²⁶ The requirement of being monitored, supported and guided applies to all professions and is crucial for an effective system.

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Picture1: Attendance registers: (a) Complete (b) Incomplete

(a)

(b)

ABS: 25 = 25 x 20 = 500
Percentage of absence: $\frac{25}{500} \times 100 = 5\%$

Source: Teachers Sample School Survey 2021.

9.3 Teachers' curriculum coverage

Teachers must demonstrate systematic curriculum coverage in the classroom. Whether teachers are teaching the entire curriculum assigned for a particular year is examined in different ways in the study, as this is critical to promoting learning. Except for about 13% of the surveyed teachers, the remaining teachers were teaching the new curriculum with lesson plans in both language and mathematics. This level of clarity was not evident when teachers were asked about the content of the new curriculum.

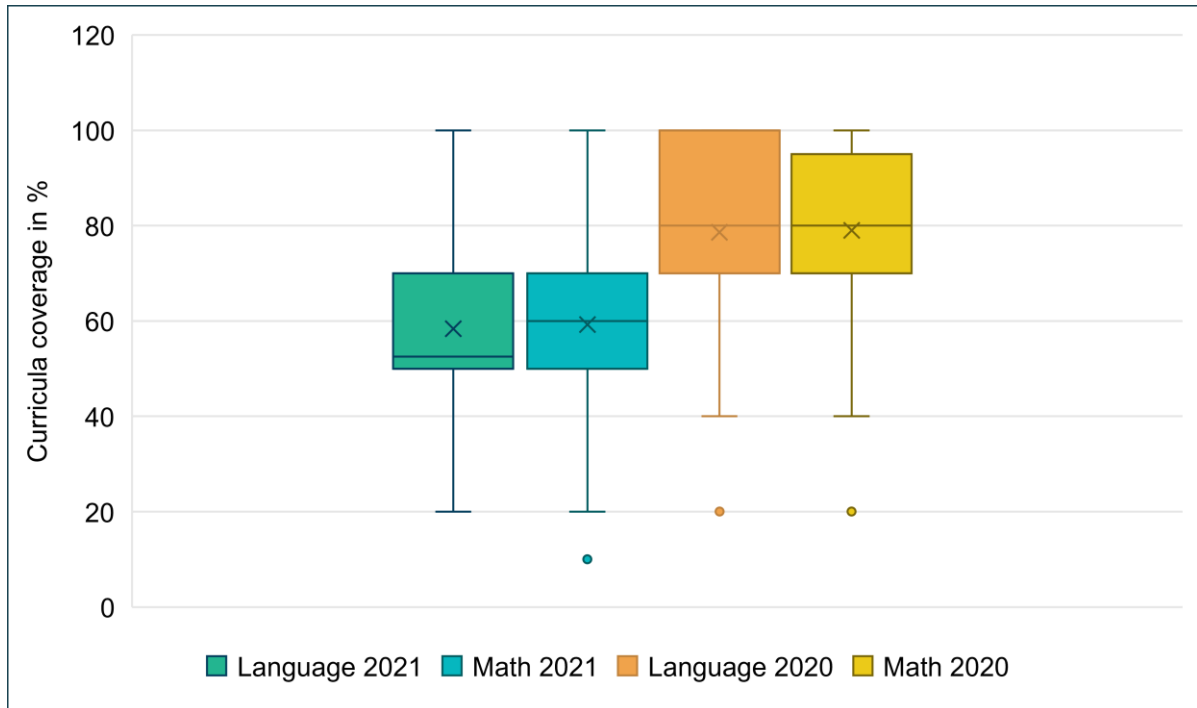
The question of how many topics were in the language and mathematics syllabi was addressed to Year 3 and 6 teachers. There was no uniformity in the response.²⁷

The answers included a range in both subjects for both classes, with varying groups of teachers indicating a different number of topics. For example, 8 and 9 Year 3 teachers in language and mathematics said there were between 11 and 15 topics in each of these subjects. However, 39 and 43 teachers in the same class and subjects said there were between zero and 5 topics. The reason for this range of answers is not immediately apparent. It is possible that without textbooks, teachers find the notion of topics or strands unfamiliar ground. It is also possible they have not absorbed or assimilated the content in the teacher guide.

Teachers were also asked how much of the curriculum they had covered in 2020 and 2021 (Figures 7 and 8). The average is 80% for Year 3 and Year 6 for 2020. Given the number of days schools were closed due to tropical cyclone Harold and COVID-19, this value needs further examination. As the questionnaires were administered in August 2021, it would be expected that ideally 80% or at least 60% of the language and mathematics curriculum was taught that year. The average curriculum coverage for 2021 was about 50% in Language and about 60% in mathematics for Year 3. For Year 6, it was 50% for both subjects. Considering the events and unofficial holidays over the last 3 working months of the school year, an estimate of the curricula teaching deficit for both classes would be between 20% and 25%. It is likely higher for Year 6, considering the cumulative loss in previous years. And most concerning is the range in curriculum coverage across the sampled teachers. Principals were also asked whether teachers had finished teaching the entire curriculum in 2020 for each primary grade. Less than half the schools had completed the Year 1 to 6 curriculum.

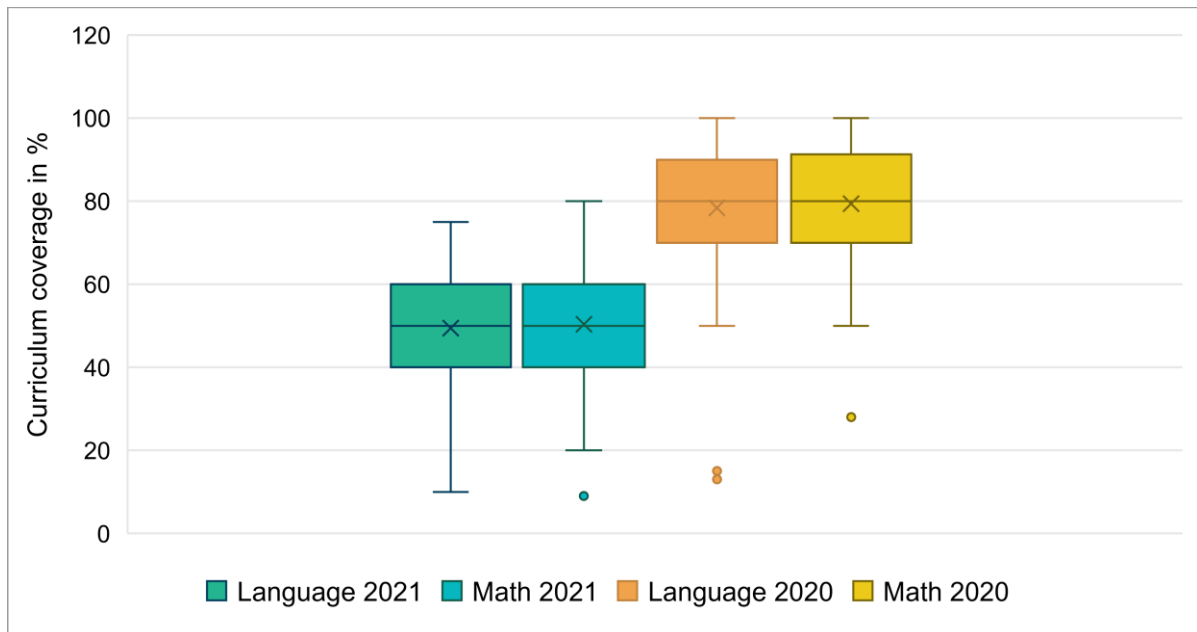
²⁷ The concept and terminology to be used in the questions was discussed extensively during the training of the data collectors, who were all teachers. This was to ensure the terms 'topic' or 'strand' was appropriate and familiar to the teacher. The research team assumes that the terminology used was correct.

Figure 7: Year 3 Teachers' curriculum coverage 2020 and 2021 (n=64)



Source: Teachers Sample School Survey 2021.

Figure 8: Year 6 Teachers' curriculum coverage 2020 and 2021 (n=63)



Source: Teachers Sample School Survey 2021.

The conclusion reached is that a lack of clarity and specificity surrounds how much of the curriculum is covered each year in the classroom. The cumulative loss of curriculum learning is also not known. It will be important to monitor curriculum coverage across schools and to provide opportunities for students to gain what they have lost before moving to the next grade. This dimension is a critical part of teaching and learning.

9.4 Teachers’ records of student learning

An essential dimension of instruction is the teachers’ consistent monitoring of student learning, also called formative assessment instead of summative assessment at the end of the year. Formative assessment can be detailed and descriptive (for example, portfolio assessment). At a minimum, there should be a record of how much and when children learn the different curriculum areas during the school year. Most teachers (about 83%) are committed to the systematic formative evaluation of student learning in some form. There is variation regarding the frequency of monitoring (Table 14). The most widespread in Year 3 and Year 6 is either once a week or twice a week. A small proportion of teachers assess students once a month or once a term. Over 80% of the teachers indicated that they maintained student learning records.²⁸

Table 14: Teachers’ frequency of monitoring student learning

	Year 6 (n=63)		Year 3 (n=65)	
	Language (% of sample)	Mathematics (% of sample)	Language (% of sample)	Mathematics (% of sample)
Once every week	37 (59%)	35 (56%)	26 (40%)	28 (43%)
Once every 2 weeks	16 (25%)	22 (35%)	23 (35%)	21 (32%)
Once every month	3 (3%)	0 (0%)	5 (11%)	6 (9%)
Once each term	6 (10%)	6 (8%)	5 (8%)	4 (6%)
No response	2 (3%)	1 (2%)	4 (6%)	6 (9%)

Source: Teachers Sample School Survey 2021.

Similar to the recording of student attendance, there is a problem with the uniform recording of student learning across teachers and schools. Most assessments are clear and represent quality education, others are somewhat clear, but the logic and clarity in the monitoring are weak. The pictures below show the range. For example, Picture 2a includes raw scores and percentages for areas within a topic and an overall score. This kind of assessment makes it clear which student requires more support. Picture 2b suggests the teacher has a code to show differentiation of progress but it is not easily decipherable. Based on such assessment documentation in 2b, it is difficult to interpret how each student is performing. On the one hand, enabling some kind of uniformity in student assessment across teachers and on the other hand, paying special attention to the 17 percent of teachers who were unable to show their assessment records will be important. The prevalence and quality of formative student assessment would inform the systematic monitoring of teacher performance.

²⁸ Observers of classrooms were asked to see the assessment records teachers maintained. The actual records observed were about 70%.

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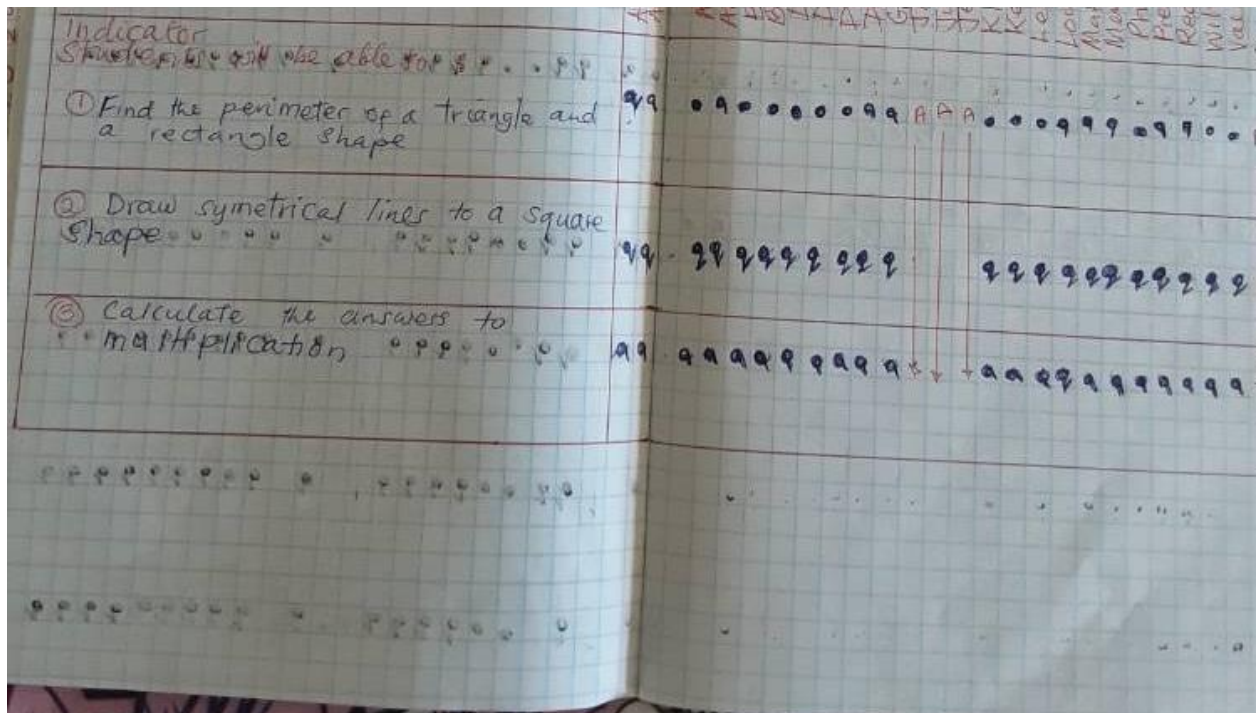
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Picture 2a: Examples of teachers' records of student assessments

NAMES	Raw Marks							Percentage (%)							Overall 60 %			
	HOME WORK	GROUP WORK	ASSIGNMENT	Book work	TEST 1	TEST 2	TEST 3	HOME WORK	GROUP WORK	ASSIGNMENT	Book work	TEST 1	TEST 2	TEST 3	TOTAL	Assessment	RANK	POSITION
TOTAL	22	20	12	15	32	12	25	10	5	10	5	10	10	10	60	60%	42	
es	6	18	5.5	15	14	6	10	3	5	5	5	4	5	4	30	30	23	23/42
es	0	18	3.5	12	1	4	10	0	5	3	4	0	3	4	19	19	41	41/42
ewart	0	18	9.5	6	12	10	11	0	5	8	2	4	3	4	31	31	22	22/42
na	0	16.5	9.5	15	15	1		0	4	8	5	1	0	4	31	31	22	22/42
ena	12	18	10.5	15	11	8	20	0	4	8	5	1	0	4	31	31	22	22/42
am	0	18	0	10	12.5	4	13	5	5	9	5	3	7	8	23	23	35	35/42
	13	18	6.5	15	15	6	13	0	5	0	3	4	3	5	42	42	8	8/42
Sais	12	18	0	10	10	6	7	6	5	5	5	5	5	5	20	20	37	37/42
aparau	0	18.5	0	7	17	1	8	5	5	0	3	5	5	5	20	20	37	37/42
rimauri	0	18	10.5	15	31	12	20	0	5	0	2	3	5	3	36	36	16	16/42
Philemon	0	18	10.5	15	31	12	20	0	5	0	2	3	5	3	24	24	32	32/42
ENGLISH	0	16.5	8	6	12	6	13	0	4	7	2	4	5	5	16	16	42	42/42
								0	4	7	2	4	5	5	46	46	6	6/42
								0	4	7	2	4	5	5	27	27	26	26/42

Source: Teachers Sample School Survey 2021.

Picture 2b: Examples of teachers' records of student assessments



Source: Teachers Sample School Survey 2021.

9.5 Principal and provincial education office monitoring

Monitoring visits are the usual avenue by which the teachers' work is reviewed and guided. Table 15 describes the frequency of the inspector's and school improvement officer's visits to the school, based first on the principals' and then the teachers' surveys. The School Improvement Officers visited about 60% of the sampled schools in the last 2 years, and the remaining schools were never visited. The Inspector visited about 30% of schools in the previous 4 years. A significant proportion of schools (67%) were never visited. More than a third of the schools were not visited by either the inspector or the school improvement officer.

Table 15: School Improvement Officer and Inspector visits to the school (n=68)

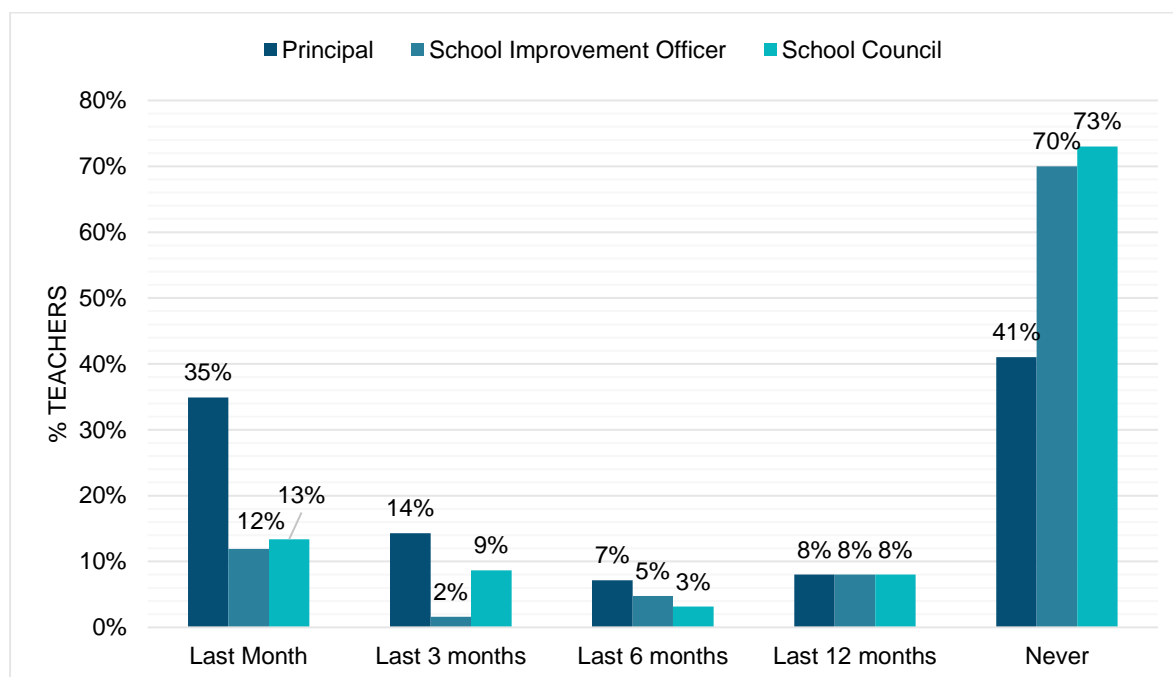
Frequency	# of schools (in %)
School Improvement Officer visits to school	
In the last year	39 (57%)
In the last 2 years	2 (3%)
No visit	27 (40%)
Inspector visits to school	
In the last 2 years	17 (25%)
In the last 3 year	3 (4%)
In the last 4 years	2 (3%)
No visit	46 (67%)

Source: Principal Sample School Survey 2021.

The study also explores the extent to which the principal, school improvement officer, school council member or inspector visited the teacher (Figure 9). About 60% of the teachers said principals visited them in the last year. Regarding school improvement officer and school council member visits, about 70% of teachers indicated neither had visited their classroom. The remaining teachers surveyed said that both the officer and member had visited them during the last year. The survey also found that only 13% of teachers said they had received an inspector's visit in the last 4 years.

The study tried to explore the content of the visit to the schools. Only 9 principals had seen the school improvement officer's reports. Of the principals who had seen the reports, the interviewer asked to look at a school improvement officer's report. The principals said this was not possible as the reports were not accessible. When interviewers asked School Improvement Officers how much time they spent with teachers, the answers ranged from 10 to 30 minutes. Interviewers also asked if they perceived any issues with teacher attendance and the uniform response was 'yes'. All the school improvement officers knew about the harmonised standards. Seven school improvement officers had used the instrument and found it challenging to implement. Inspectors and School Improvement officers interviewed raised a common issue namely a lack of funds to oversee teachers. When asked about the limitations of teachers in the province, the most common answer was inadequate subject content knowledge, followed by pedagogy and assessing student learning.

Figure 9: Official visits to the sampled teachers (n=127)



Source: Teachers Sample School Survey 2021.

The provincial education office is the closest to the schools in the province. After the oversight and management personnel in the office are in place, it would be critical to comprehensively chart and resource the roles and responsibilities of this office vis-à-vis teachers and principals. Policies and procedures that are coherent and implementable regarding oversight activities, documentation, and outcomes at the provincial level will significantly impact access and quality primary schooling.

10 Objective 5 – Teacher demand and supply

There are many dimensions surrounding teacher demand and the number of teachers required for success in education. These include GERs, STRs, teacher salaries, and student repetition and dropout. The lack of specificity in each area makes it challenging to predict reliable teacher requirements.

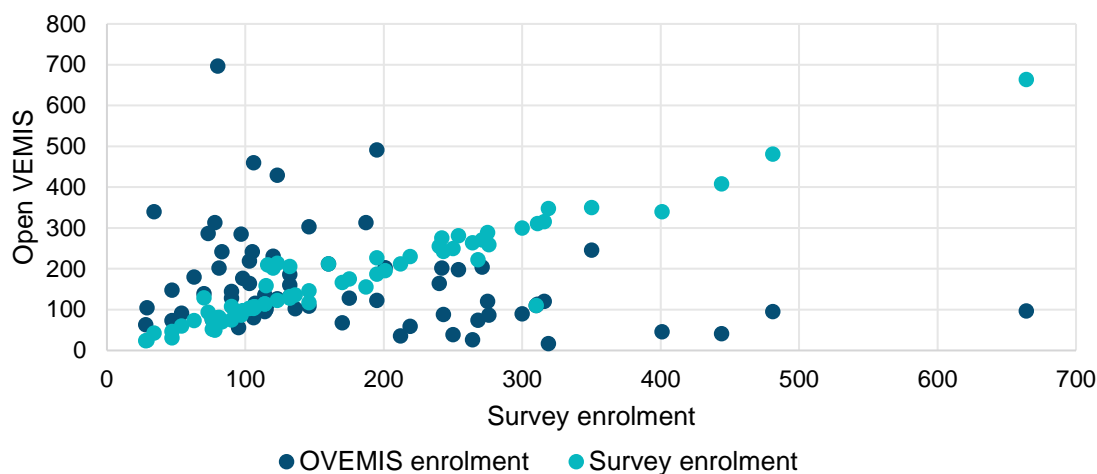
10.1 Gross Enrolment Ratios

The primary age group population in Vanuatu is a crucial determinant of how many teachers Vanuatu will require. The GERs convey the proportion of the population currently in school, and the demand for teachers will be determined by those still to be schooled. Based on the 2020 Census, the entire primary age group population is in school (Figure 2). Every province has a GER of over 100. A significant proportion of students in the classroom are likely over age as the male GERs range from 1.06 in Torba to 1.39 in Tafea. The range for female GERs is 1.16 in Torba and 1.31 in Sanma. These numbers indicate that the teacher workforce in classrooms is already catering to the primary age group population. For efficiency and effectiveness in the future, the GERs should be reduced to 1, so that teacher supply only covers teacher attrition.

The current students enrolled and the number of teachers teaching in a school determine the additional teachers required. There are significant challenges in using the survey’s findings to forecast the number of teachers required, such as the lack of clarity surrounding ‘micro statistics.’ Micro statistics refers to data at the school level that is collected and maintained over the school year. Macro statistics refers to the Open VEMIS data collected on one day or during a defined period in a school year. Limitations with micro statistics are evident in Figures 10 and 11. The figures show a lack of coherence between the number of students enrolled in the surveyed schools as reported by the principal and as reported in Open VEMIS. The average for principal-reported enrolment is 177 students, and for Open VEMIS 164.

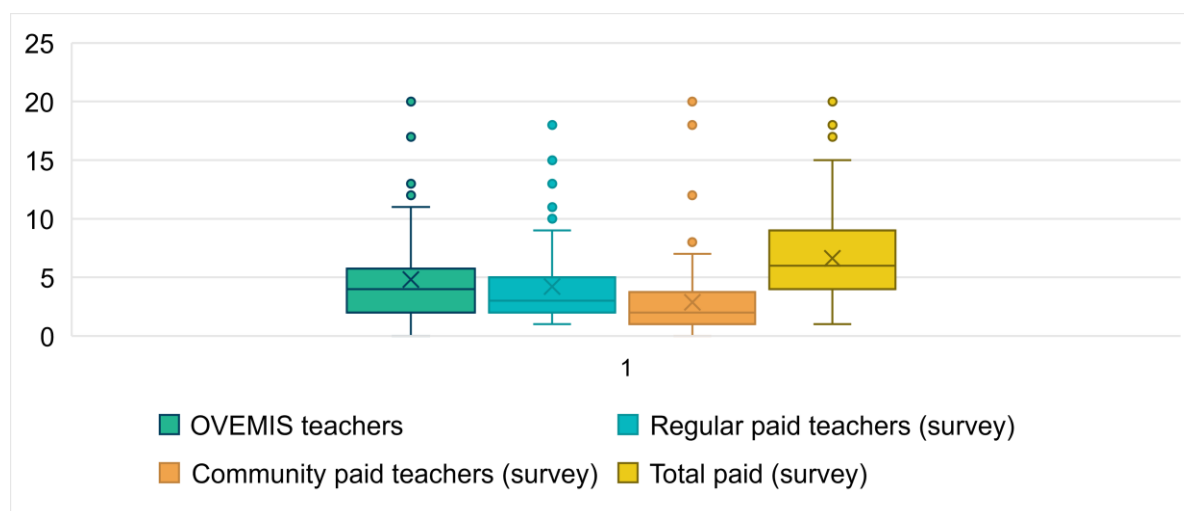
The sample study clearly illustrated the significant hiring of teachers by the school council. Each school, on average, had about 3 community paid teachers, which suggests, on the one hand, that Open VEMIS data is partial information. On the other hand, there is a lack of uniformity across schools. Unless there is a better way to accurately determine how many teachers and students are in schools, estimating the number of teachers required will be difficult.

Figure 10: Student enrolment in the survey and Open VEMIS



Source: Principal Sample School Survey 2021.

Figure 11: Open VEMIS and survey reported teachers in surveyed schools (n=68)



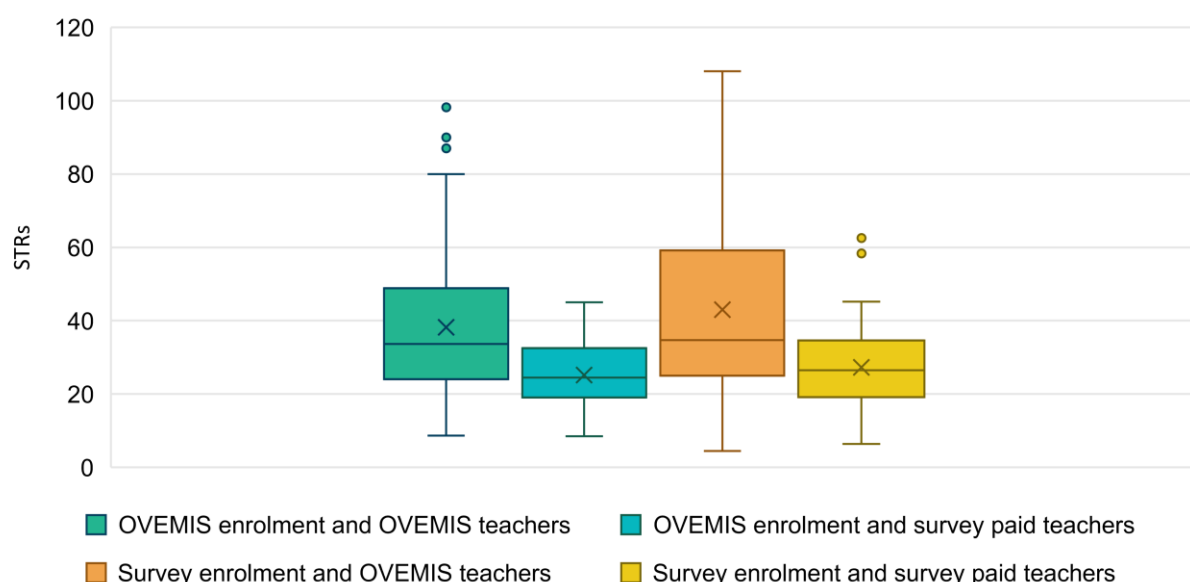
Source: Open VEMIS and Principal Sample School Survey 2021.

10.2 Student Teacher Ratios and teacher salaries

STRs set the optimal size of the teacher force for delivering quality education. At the global level (macro statistics) discussed above, except for Penama (see Table 6, page 17), the STRs are close to the Vanuatu norm of 30:1. The additional government-paid teachers Penama requires to reach an STR of 30 is about 69 teachers, bringing up the total to 211 teachers in this province. The STRs were calculated using 4 sets of data: Open VEMIS enrolment, Open VEMIS teachers, survey enrolment, and survey teachers. Figure 12 does not include values above 100. The removal of outliers does not affect the average STRs. The varying STRs are evident due to the shifting student and teacher numbers. Open VEMIS enrolment and Open VEMIS teachers in the survey provide an average STR according to the norm. STRs that include survey data are well below the norm (20:1 to 22:1). These STRs would be even lower, considering that some principals also teach in schools. The spread in STRs also suggests a need to examine teacher deployment more closely.

The number of teachers needed to maintain an adequate STR is important in helping management capture the financial implications of recruiting additional teachers for primary education. While the Open VEMIS has information on financial outlays for government-paid teachers, this is insufficient to project how many more teachers will be needed. The teacher survey is revealing in this regard as it confirms the ad hoc recruitment of community paid teachers at the school level. Closer scrutiny of numbers and composition of those employed at each school will help to estimate teacher requirements appropriately. School grants are not supposed to be used to pay unqualified and uncertified teachers. According to Bennell (2012), the school paid a significant proportion (between 25 to 40%). This situation has not changed and the lack of clarity on whether these salary payments are from grants or school council funds remains unclear.

Figure 12: STRs with Open VEMIS and Survey data (n=64)



Source: Open VEMIS and Principal Sample School Survey 2021.

Regarding the payment of teacher salaries, the situation is unclear. The teacher's questionnaires asked the Year 3 and Year 6 teachers whether they were full-time or part-time at the school. Although the Open VEMIS data indicates they were on the government's full-time payroll, about 53% did not know if they were full- or part-time, and 39% did not know their salary grade. Only half the teachers surveyed had been paid last month. A similar number indicated they had not received their full salary for the last 6 months. When asked who was paying them, 33% said the school, another 33% said the government and the remaining 33% said they did not know. About 40% of teachers said they had not been promoted. The remaining teachers who had worked a sufficiently long period received a promotion one to 6 years ago. Critical to forecasting teacher requirements for the educational system is information on how many teachers work in a school, who is paying their salaries and how much each teacher receives. Partial information would not be sufficient to predict teacher requirements.

10.3 Student repetition and dropout

Repetition and dropout rates influence the optimal number of teachers required. Repetition increases the number while dropouts decrease it. Without repetition, as new students enter primary and transit from grade to grade, they fill the space left by existing students transiting or graduating from primary school. With increased repetition, new students only add to the existing student number, as existing students cannot transition to the next grade. This increases the enrolment figure and the need for more teachers. In contrast, the dropout rate affects enrolment levels and the number of teachers needed.

The study's principal questionnaire included a focus on student repetition and dropout. This was to understand these areas in the context of 'micro statistics.' However, this attempt was not successful. The 68 principals in the sample survey did not answer the questions relating to repetition and dropout. This suggests that schools are not collecting the information necessary to understand patterns regarding repetition and dropout. Nevertheless, the principals reflected on the reasons for student dropout. They offered the following list of reasons, which were responses to closed-ended qualitative questions. As expected, none of reasons proffered capture within-school conditions that might be causing students to dropout:

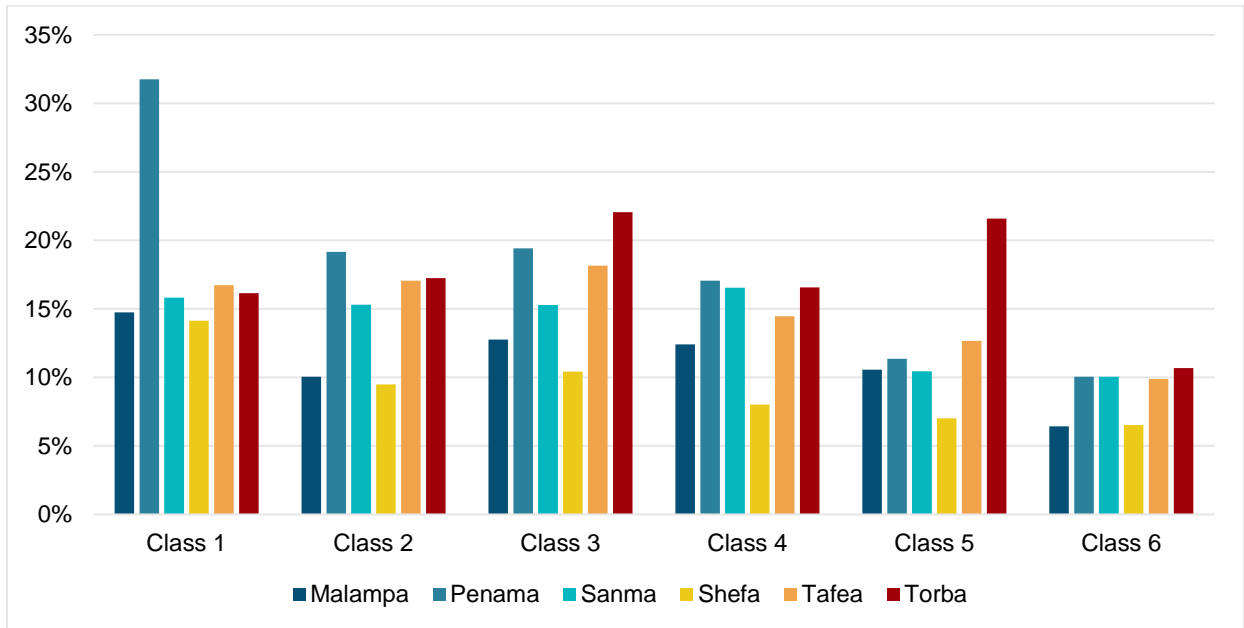
- Inability of the student's family or caregivers to pay school fees.
- Fear of being infected by COVID-19 since 2020 or affected by COVID-19.
- Family movement with no corresponding place in the school.
- Student's decision to leave the school.
- Long absence due to illness causing a dislike towards returning to school.
- Cultural activities, customs and ceremonies.
- Parents are not interested in sending their wards to school.
- For no discernible reason or other unknown problems.

The Statistical Digest (2021) examines repetition and dropout based on macro statistics (Figure 12 and Figure 13). Repetition has significant implications for the above-discussed teacher requirements in Penama. In 2020, repetition in Penama was high across grades in non-government assisted and government schools and especially high for Year 1 (32%). The dropout rate in Penama though is on the lower end. Therefore, knowing the number of locally hired teachers can help determine Penama's teacher requirements. Repetition is also significant in Torba, although not as high as in Penama. However, Torba's dropout is also high. Therefore, it is impossible to assess whether students repeating are only replacing those dropping out of the system. Furthermore, school council recruitment of teachers in the sample study is high in Torba.

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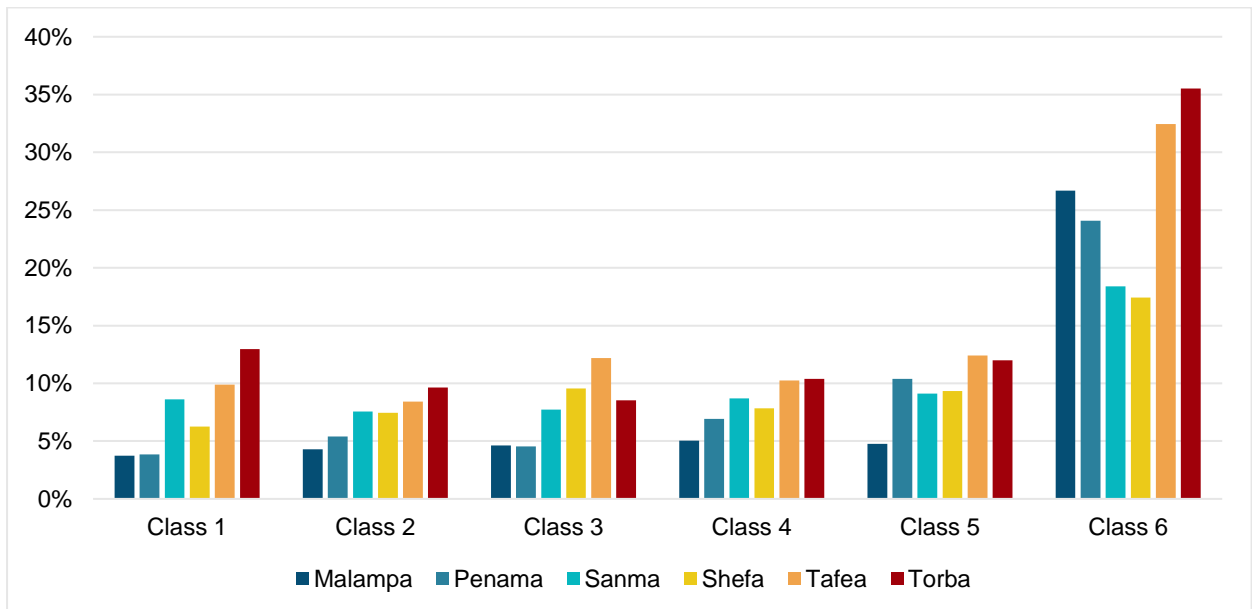
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Figure 13: Provincial level repetition across grades (2020)



Source: MoET, Statistical Digest 2022b.

Figure 14: Provincial level dropout across primary grades (2020)



Source: MoET, Statistical Digest 2022b.

11 Discussion and Recommendations

There is much to commend about the work of Vanuatu's primary school teachers. Teaching is taking place across schools. Local communities join the government's effort to deliver education to their children. The additional teachers recruited by schools reflect the importance of education for parents and communities. Teachers come to school mostly on time and log in as they arrive. There are clear and robust examples of how teachers monitor student attendance and record student learning. Teachers are using their subject guides to instruct students. Only about 15% of teachers said they faced challenges with housing, security, distance, salary and water or toilet shortages, among others. Commitment to teaching and learning is also reflected in the availability of exercise books and writing instruments. The dedication and concern for effective school functioning are evident in the provincial education office.

This study also highlights many ways to make teaching more systematic and consistent. And if the areas outlined in this study are addressed, the potential for further improving student learning will be significant. The recommendations include those that can be immediately implemented and long-term suggestions for improvement.

11.1 Recommendations for the short term

- Recording curriculum loss and providing remedial instruction to students during vacations to compensate for this loss.
- Including information on teachers' basic school qualifications in the teacher registration and Open VEMIS (primary and secondary education).
- Redeploying teachers within schools with very low STRs.
- Making textbook distribution a priority for provincial education offices and MoET.
- Ensuring teacher job descriptions include the 4 critical areas – teacher presence, curriculum coverage, recording student attendance and learning.
- Ensuring the principal's job description includes the school's process for overseeing teachers, especially monitoring enrolment, attendance and curriculum coverage.
- Charting and resourcing the provincial education office roles and responsibilities vis-à-vis teachers and principals.
- Tasking provincial education offices with documenting the hire of community teachers.

11.2 Recommendations for the long term

1. The Ministry has developed the policy and process for recruiting new teachers with a degree. But institutions involved with preservice professional training will likely be preoccupied with upgrading for a few years and may not concentrate on regular preservice training.

Long term recommendation 1: Plan teacher upgrading so that it does not sideline the preservice training of recruits to the teacher workforce.

2. The professional teaching qualifications of teachers working in primary education are varied. Very few teachers are 'qualified,' and MoET is committed to upgrading teacher qualifications. Since the task is enormous, the government may wish to consider the following in the rollout of this program: (i) the additional costs involved with an increase in teacher qualifications; (ii) the loss of teachers in the classroom; (iii) starting with teachers that are less effective in the classroom; and (iv) levels of existing subject content knowledge in the teacher workforce.

Long term recommendation 2: Initiate a study on the relative strengths of the different professional qualifications in the classroom and consider using a staggered approach to upgrading, starting with teachers without secondary education.

3. As shown in this study, the distribution of teaching responsibilities in Vanuatu schools is unclear because of the different types of teachers employed in schools and the lack of clarity in work distribution. The number of teaching hours does not easily align with the subjects taught and the curriculum covered.

Long term recommendation 3: Conduct a qualitative analysis of a small sample to help clarify teacher management in schools regarding community teacher recruitment, work distribution and accountability.

4. Systematic appraisal of teaching and learning will be critical to improving and sustaining learning in Vanuatu's schools. The study explored 4 essential and interconnected areas: teacher presence in the classroom, curriculum coverage, recording student attendance, and learning. There is variation in the implementation of these areas, especially curriculum loss for students each year.

Long term recommendation 4: Initiate a principal and teacher appraisal process that examines teaching hours, curriculum coverage, and recording of attendance and learning outcomes. Include the results of this appraisal in the licensing process to help monitor teaching and learning.

5. The study highlights the fluctuating data on student enrolment and the less than systematic monitoring of repetition and dropout in schools. In addition, limited understanding of the number of government-paid and community teachers working across primary schools makes forecasting teacher requirements challenging.

Long term recommendation 5: Mandate and assist principals and provincial education offices to systematically maintain and monitor teacher and student information year-round and establish a system for regular data verification.

6. All of the long-term recommendations depend on building the capacity of provincial education offices. Empowering provincial education offices to address these recommendations will also depend on having sufficiently skilled staff, adequate resources and MoET's consistent support and guidance.

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Long term recommendation 6: Systematic capacity building, staffing (especially school monitoring officers), and resourcing provincial education offices will enable MoET to achieve Corporate Plan outcomes.

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Annex 1: Corporate Plan 2022-2026: Strategies and Activities related to teachers

(pp. 13-19)

Strategy	Program	Key Activity
<i>Key Pillar 1 – Equitable Access to education is improved</i>		
Provide and monitor access to quality education to all pupils, as demonstrated by strong and equitable enrolment and learning data, with explicit monitoring of distinct groups disaggregated to ensure all pupils are able to access quality education	Monitoring equitable access to quality education	<ul style="list-style-type: none"> Learning and Teaching is informed by assessment data, explicitly attainment and progress of all pupil groups, with a particular focus on externally validated data, to ensure constant improvement of pupil learning, and the efficiency of the education system Representative sample based external benchmarking to be introduced to ensure that all pupil groups are making strong attainment and progress, with quality data informing interventions and pedagogy Ensure all of teachers are making demonstrable use of assessment data in planning learning and teaching activities, catering the specific needs of individual students and groups.
Reduce the number of out-of-school children	Out of School Children Reduction by providing access	<ul style="list-style-type: none"> Provision of training and support to schools and teaching staff to ensure appropriate support of children re-entering the education system
Eliminate grade repetition	Grade Repetition Elimination	<ul style="list-style-type: none"> Awareness campaign to ensure all teachers are aware that grade repetition is to be eliminated Provision of training to ensure appropriate teaching and learning strategies support pupils with diverse learning needs (including, but not limited to, differentiation informed by assessment data)
<i>Key Pillar 2 – Quality education delivery is improved</i>		
Improve teachers' and school leaders' skills to support achievement of learning outcomes, by developing and	Develop and implement National Teacher Quality Framework	<ul style="list-style-type: none"> Develop and implement the National Teacher Quality Framework Professional development for teachers Provide support and monitoring for effective teaching practices

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Strategy	Program	Key Activity
implementing (1) National Teacher Quality Framework, (2) National Teacher Development Policy, (3) Teacher Registration and Licensing Policy and (4) Teaching Service Staff Manual Standards	Develop and implement National Teacher Development Policy by 2030	<ul style="list-style-type: none"> Develop and implement the National Teacher Development Policy Framework and finalise and implement the National Teachers Development Plan
	Implement teacher registration and licensing policy 2030	<ul style="list-style-type: none"> Develop and implement Bachelor in Early Childhood Care and Education (ECCE)/ Primary and Secondary education (VITE) Creation and maintenance of a register of all teachers Establishing standards for issuance of licenses Cancellation of licenses through under-performances and code of conduct breaches Setting standards for professional performance and ethical conduct
	Teaching Service Staff Manual Standards	<ul style="list-style-type: none"> Continue to implement the Teaching Service Staff Manual and Principals and Teachers Minimum Standards Strengthen alignment between TSC and Public Service Commission structures Implement teachers code of conduct/ethics Establish teachers/trainers/lecturers' succession plan with clear costing (TSC)

Annex 2: System's Approach for Better Education Results Framework (SABER)

Policy Goals	Policy levers	Indicators
1. Setting Clear Expectations for Teachers	A. Clear expectations?	<ol style="list-style-type: none"> 1. Are there standards for what students must know and be able to do? 2. Are the tasks that teachers are expected to carry out officially stipulated?
	B. Guidance on the use of teachers' working time?	<ol style="list-style-type: none"> 1. Do teachers' official tasks include tasks related to instructional improvement? 2. Does the statutory definition of working time for primary school teachers recognize non-teaching hours? 3. What is the share of working time allocated to teaching for primary school teachers?
2. Attracting the best into Teaching	A. Attractive entry requirements?	<ol style="list-style-type: none"> 1. At what level of education does teacher initial education take place for primary school teachers? 2. At what level of education does teacher initial education take place for secondary school teachers? 3. How stringent are requirements to become a primary school teacher? 4. How broad is the pool of potential teacher entrants for primary school?
	B. Is teacher pay competitive?	<ol style="list-style-type: none"> 1. Is starting teacher pay competitive? 2. Does pay vary according to teacher performance? 3. Does pay change over the course of a teacher's career?
	C. Working conditions?	<ol style="list-style-type: none"> 1. How many schools comply with standards for the infrastructure, hygiene and sanitation of schools? 2. How many primary school students are there per each teacher?
	D. Career opportunities?	<ol style="list-style-type: none"> 1. Are there opportunities for career advancement? 2. Are promotion opportunities linked to performance?
3. Preparing Teachers	A. Minimum standards for pre-service?	<ol style="list-style-type: none"> 1. What is the minimum level of education required to become a teacher for primary school teachers?

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Policy Goals	Policy levers	Indicators
	B. Practical training during preservice?	<ol style="list-style-type: none"> 1. Do primary school teacher entrants have opportunities to learn from other teachers through induction, mentoring, or student experience programs? 2. How much classroom experience must beginning primary school teacher have?
4. Matching Teachers' Skills with Students' Needs	A. Incentives for teachers to work at hard-to-staff schools?	<ol style="list-style-type: none"> 1. Are teachers provided incentives for working in hard-to-staff schools? 2. Is teaching experience the only factor used in deciding transfer priorities?
	B. Incentives for teachers to teach critical shortage subjects?	<ol style="list-style-type: none"> 1. Are critical subjects shortages addressed? 2. Are teachers provided incentives for teaching critical shortage subjects?
5. Leading with strong Principals	A. Development of qualified school leaders?	<ol style="list-style-type: none"> 1. Are there programs to support the development of leadership skills? 2. Is principals' performance rewarded?
	B. Principals to support and improve instructional practice?	<ol style="list-style-type: none"> 1. Are principals explicitly required to provide guidance for curriculum and teaching-related tasks? 2. Are principals explicitly required to evaluate teacher performance?
6. Monitoring Teaching and Learning	A. Assessment systems for student learning to inform teaching and policy?	<ol style="list-style-type: none"> 1. Are teachers trained to assess student achievement? 2. Are national large scale examinations used to monitor education quality levels? 3. Is student achievement data available for policymakers? 4. Are student assessment findings disseminated to teachers and/or used to provide guidance to underperforming teachers and schools? 5. Are student assessments used to inform teaching lesson plans and instructional practices?
	B. Systems in place to monitor teacher performance?	<ol style="list-style-type: none"> 1. Are teachers required to participate in evaluations? 2. Do authorities (national, sub-national or local) monitor teacher performance? 3. Is it possible to track teachers over time?

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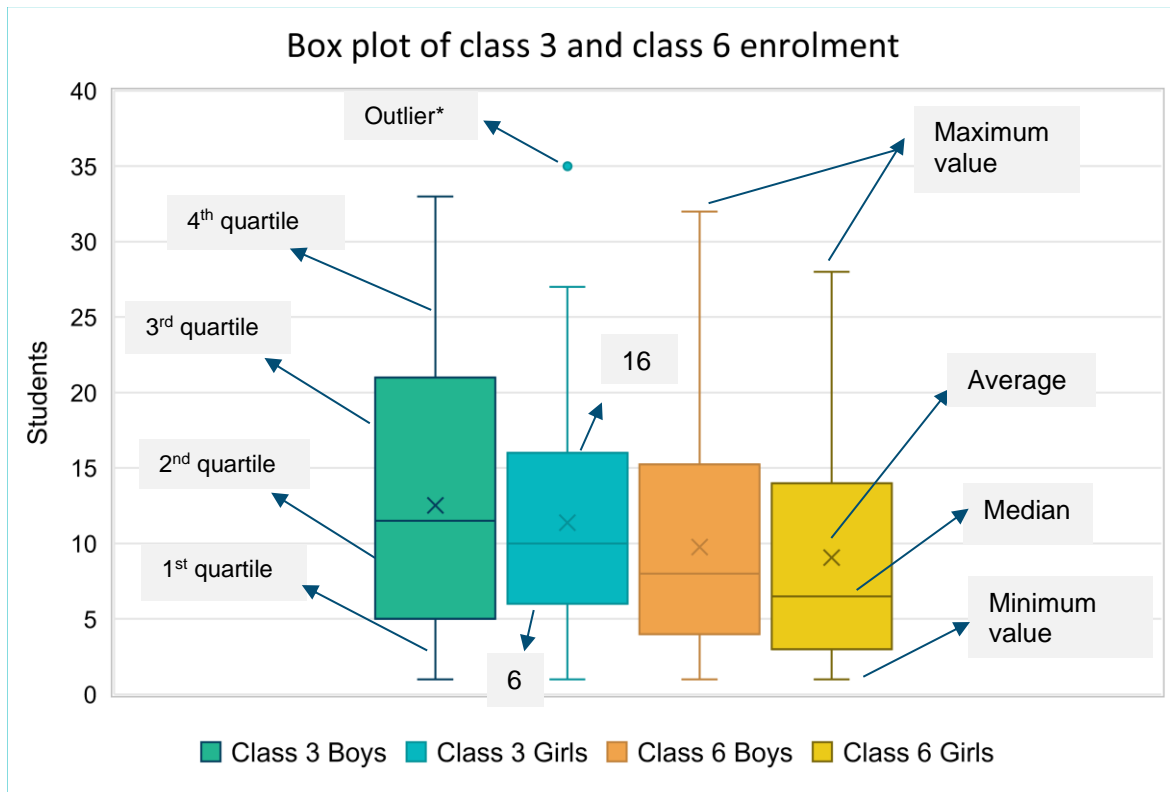
Policy Goals	Policy levers	Indicators
	C. Are there multiple mechanisms to evaluate teacher performance?	1. Are classroom observations part of teacher assessment systems? 2. Are professional communities involved in teacher assessment systems? 3. Are a variety of criteria (subject matter knowledge, teaching methods, student assessment methods, students' academic achievement) used to assess teacher performance
7. Supporting Teachers to Improve Instruction	A. Opportunities for professional development?	1. Are primary school teachers required to participate in professional development? 2. Are individual teachers responsible for paying for their professional development?
	B. Collaborative professional development?	1. Does professional development include activities that may promote best-practice sharing? 2. Does professional development provide opportunities for the analysis of instructional practice?
	C. Matching professional development with need?	1. If a teacher obtains an unsatisfactory result in an evaluation, is he or she assigned to a supervisor? 2. Are teacher performance evaluations used to assign professional development?
8. Motivating Teachers to Perform	A. Career opportunities linked to performance?	1. Are promotion opportunities linked to high teacher performance? 2. Are open-ended appointments informed by performance history?
	B. Mechanisms for accountability?	1. Are there requirements (professional development and performance evaluations) to remain in teaching? 2. Can teachers be dismissed with cause?
	C. Compensation linked to performance?	1. Do performance reviews have salary implications? 2. Do high-performing teachers get monetary bonuses?

Source: Systems Approach to Education What matter most for teacher policies: A Framework Paper. SABER Working Paper Series No. 4. 2013, (pp. 35-37)

Annex 3: Data collection and Report writing Timeline

	2021												2022											
Key Tasks	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N			
Finalise Concept Note	█																							
Develop instruments			█																					
Field work plans/budgets			█																					
Instruments piloted					█																			
Finalise instruments					█																			
Fieldwork						█																		
Data entry							█																	
Data analysis, Report writing									█			█												
Bronze, silver and gold review													█											
DFAT review																				█				
MoET review																			█					
Editing and finalisation																					█			

Annex 4: Explanation of box plots.



*The outlier in excel boxplots is 1.5 times the interquartile range.

The interquartile range is obtained by subtracting 1st and 3rd quartile

For Year 3 girls it is $16 - 6 = 10$.

The outlier is anything above $\{16 + (10 \times 1.5)\} = 31$.

Annex 5: Leadership allocation for primary

Total students	Leadership allocation for primary			
	Yr 1- 6	Principals Position	Deputy Positions	HOD Positions
< 30	0.1	0.1	0.0	0.0
< 50	0.1	0.1	0.0	0.0
< 100	0.1	0.1	0.0	0.0
< 150	1.0	0.1	0.0	0.0
< 200	1.0	0.1	0.0	0.0
< 250	1.0	0.1	0.0	0.0
< 300	2.0	0.1	1.0	0.0
< 350	2.0	0.1	1.0	0.0
< 400	2.0	0.1	1.0	0.0
< 450	2.0	0.1	1.0	0.0
< 500	2.5	0.1	1.0	0.5
< 550	3.5	0.1	2.0	0.5
< 600	3.8	0.1	2.0	0.8
< 650	3.8	0.1	2.0	0.8
< 700	4.0	0.1	2.0	1.0
< 750	4.0	0.1	2.0	1.0
< 800	4.5	0.1	2.0	1.5
< 850	4.5	0.1	2.0	1.5
< 900	5.0	0.1	2.0	2.0
< 950	5.0	0.1	2.0	2.0
< 1,000	6.0	0.1	2.0	3.0
> 1,000	6.0	0.1	2.0	3.0

Primary Years 1 – 6 Formula

Primary Teachers Entitlement: Number of students divided by 30 plus Leadership Allocation

Teachers Y1-6 = (School Roll Y1-6/30)+Leadership Allocation

Annex 6: Syllabus for upgrading

DIPLOMA IN EDUCATION (PRIMARY IN-SERVICE) – Teachers with Certificate in Teaching

YR	SEMESTER 1	Credit Points	SEMESTER 2	Credit Points
Yr 1	-MICT111 Information, Communication and Technology	15	-EDPD211 Multigrade & Assessment	15
	-EDPS112 Educational Psychology	15	-EDIE211 Educating for Inclusion and Diversity -LLPD121 Literacy Teaching and Learning	15
Yr 2	-LAPD221 Literacy Assessment & Evaluation	15	-SCGS221 Biology and Chemistry	10
	-MIGS221 Mathematics for Primary School Teachers	15	-SSGS221 Geography	10
Total		60		60

Credit Point (CP) Summary: Core Courses (Education studies & ICT) = 60

Language = 25CP; Maths = 15CP; Science = 10CP; Social Science = 10CP **TOTAL CP = 120**

BACHELOR OF EDUCATION (PRIMARY) PROGRAMME STRUCTURE

YR	SEMESTER 1	Credit Points	SEMESTER 2	Credit Points
Yr 1	<u>-EDPSI 1 1 Child and Adolescent Development and Education -MICTIII ICT</u>	15	-LAPD121 Literacy Teaching and Learning	10
	<u>-LALNI 11 Language for Academic and Professional Purposes</u>	15	-MIGS121 Mathematics for ECCE and Lower Primary	10
	-EDPSI 12 Educational Psychology	15	-SCGS121 General Science for Primary School Teachers	8
			-SSSY121 Sociology for Primary School Teachers	8
Yr 2		15	-VMPE121 Visual Arts, Music and Physical Education I	9
			-EDPD121 Primary Teaching Methods 1	15
	-EDTP211 Teaching Practice 1	30	-LAPD221 Literacy Assessment & Evaluation	15
	<u>-EDPD21i Multigrade & Assessment</u>	15	-MIGS221 Mathematics for Junior Secondary School Teachers	15
		15	-SCGS221 Biology and Chemistry for Primary School Teachers I	10
	<u>-EDIE211 Educating for Inclusion and Diversity.</u>	15	-SSGS221 Geography in Primary Education	10
			-VMPE221 Physical Education	10

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YR	SEMESTER 1	Credit Points	SEMESTER 2	Credit Points
		15		
Yr 3	-LALN311 Language Study	15	-LAPD321 Literacy Intervention Strategies	8
	-MINM311 Numbers and Measurements	10	-MEGS321 Problem Solving in Mathematics	7
	-SCGS311 Biology and Chemistry for Primary School Teachers II	10	-SCGS321 Physics and Space for Primary School Teachers	10
	-SSHY311 History in Primary Education	10	-SSGS321 Religious Education	10
	-VMPE311 Visual Arts	10	-VMPE321 Visual Arts, Music and Physical Education II	10
			-EDPD322 Primary Teaching Methods 2	15
		10		
Yr 4			<u>-EDMP421 Professional Context of Teaching</u>	15
	<u>-EDTP411 Teaching Practice 2</u>	30	<u>-SSGS421 Vanuatu Studies</u>	15
	<u>-EDMP412 School Management</u>	15	-LAPD421 Language for Teaching and Learning. Ethnomathematics	6
	<u>-EDGS411 Research Methods in Education.</u>	15	-SCGS421 Physics for Primary School Teachers	6
			-SSPD421 Personal Development	6
		-VMPE421 Music	6	
Total		240		240
CP Summary: Core Courses (Ed studies, ICT, Language, Vanuatu Studies) — 150CP; Practicum = 60CP; Teaching Methods = 30CP; Language =54CP; Maths = 53CP; Science = 44CP; Social Science = 44CP; PE/Performing & Visual Arts = 45CP. TOTAL CP = 480				

