



# VAESP

## VANUATU AUSTRALIA EDUCATION SUPPORT PROGRAM

### Outcome Harvest Report

October 2025



The Vanuatu Australia Education Support Program is a partnership between the Governments of Vanuatu and Australia.

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**Acknowledgments:**

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This report reflects the collective effort of all involved and their shared hope that the findings contribute to responsive education support for the children of Vanuatu.

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## Abbreviations

APTC	Australia Pacific Training Coalition
CBA	Class-based assessments
CDU	Curriculum Development Unit
CIP	Curriculum Improvement Program
COM-B	Capability, Opportunity, Motivation, and Behaviour
DFAT	Department of Foreign Affairs and Trade
ECCE	Early Childhood Care and Education
EoPO	End-of-program outcomes
GCI	Growth Coaching International
GEDSI	Gender Equality, Disability and Social Inclusion
GPE	Global Partnership for Education
ICT	Information and Communications Technology
IE	Inclusive Education
IO	Intermediate Outcome
ISU	In-service unit
IT	Information Technology
JSS	Junior Secondary Program
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MERL	Monitoring, Evaluation, Research and Learning
MEO	Mobile Early Childhood Care and Education Officers
MoET	Ministry of Education and Training
MTEF	Medium-Term Expenditure Framework
OECD	Organisation for Economic Co-operation and Development
OV	OpenVEMIS (Vanuatu Education Management Information System online platform)
PCIO	Provincial Curriculum Improvement Officer
PEO	Provincial Education Office
PLC	Professional learning communities
PSP	Parenting Support Program
PTC	Pacific Theological College or Provincial Training Centre
PWLEN	Provincial Women in Leadership Education Network
QR	Quick Response
SBM	School-based management
SIO	School Improvement Officer
SSP	School Strategic Plans
TA	Technical Assistance (or Technical Adviser)
TSC	Teaching Service Commission
UNICEF	United Nations Children's Fund
USP	University of the South Pacific
VAESP	Vanuatu Australia Education Support Program
VANLEP	Vanuatu Literacy Education Project
VANLET	Vanuatu Literacy Education Training
VANSTA	Vanuatu Standardised Test of Achievement
VASCG	Vanuatu Australia School Community Grants

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VEMIS Vanuatu Education Management Information System  
ZCA Zone Curriculum Adviser

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# Executive Summary

## Context and Purpose

The Vanuatu Australia Education Support Program is a long-term investment funded by the Australian Government, implemented in partnership with the Vanuatu Government through the Ministry of Education and Training (MoET). Since entering its second phase in January 2019, VAESP has supported MoET across three strategic pillars: access, quality, and management, aligned with the Vanuatu Education and Training Sector Strategy and operationalised through MoET's Corporate Plan.

VAESP support during Phase 2 has included curriculum resource development, teacher professional development, school leadership, inclusive education, education data systems, infrastructure planning, financial management, and parent engagement. All activities were co-designed with MoET, with Ministry staff leading implementation and VAESP providing financial, advisory, and technical support. MoET also leads a range of activities, both independently and in collaboration with other development partners, including UNICEF, the New Zealand Government's Junior Secondary Program, and the Global Partnership for Education.

VAESP implemented this work in a complex, multi-stakeholder environment shaped by natural disasters and systemic shocks. These included Tropical Cyclone Harold in 2020; twin Category 5 Tropical Cyclones Kevin and Judy, and Category 4 Tropical Cyclone Lola in 2023; the magnitude 7.3 earthquake in December 2024; the COVID-19 pandemic; and prolonged teacher industrial action through 2024 and 2025. These disruptions affected school operations, infrastructure, workforce stability and system performance.

In this context, assessing VAESP's contribution to observed changes in the education system required a deliberate, evidence-based approach. An Outcome Harvest was undertaken to identify and analyse tangible changes between 2019 and 2025 and to assess the extent to which these changes can be reasonably linked to VAESP-supported work with MoET. Outcome Harvesting is a qualitative, retrospective evaluation method that identifies observable changes, whether intended or unintended, and examines how a program may have contributed to them.

## Scope and Analytical Framework

The Outcome Harvest examined changes across 15 schools and four Provincial Education Offices. The schools included eight anglophone and seven francophone institutions, comprising nine rural and six urban schools. Evidence was drawn from 56 interviews with 164 participants, including principals, teachers, parents, provincial education staff and provincial education leaders. The purposive sample prioritised sites that had received five or more joint MoET and VAESP interventions.

The harvest forms part of VAESP's broader monitoring, evaluation and learning (MEL) approach. Observed changes were recorded against the updated VAESP Program Logic and its eight intermediate outcomes, with progress assessed against Organisation for Economic Co-operation and Development criteria: effectiveness, efficiency, impact and sustainability.

The VAESP Phase 2 program logic, presented in Table 1, outlines the hierarchy of end-of-program and intermediate outcomes that guided the assessment of observed changes during the period assessed.

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**Table 1: VAESP Program Logic (Phase 2, 2019–2025)**

**VAESP Program Logic.**

**EoPO1: More children (girls and boys, including those with disabilities) are enrolled and attend the right year of primary school at the right age.**

**Intermediate Outcome (IO) 1.1** School preparedness and response to emergencies are enhanced, and disruption to learning is minimised.

**IO 1.2** Parents & caregivers are motivated to enrol their children in school.

**EoPO2: Students achieve improved literacy and numeracy outcomes.**

**IO 2.1** Teachers in targeted schools are educating and providing targeted support to students with learning difficulties and disabilities.

**IO 2.2** Classroom instruction is improved in VAESP-supported schools (particularly in Curriculum Improvement Program Focus Schools).

**EoPO3: MoET has implemented devolution at provincial and school levels, strengthening reporting and data systems to inform planning, implementation and decision-making to improve student learning outcomes.**

**IO 3.1** Improved data reliability, access and usage at all levels. Improved data-driven planning and decision-making.

**IO 3.2** Targeted schools and classrooms are constructed/ improved according to the Infrastructure Policy Implementation Plan.

**IO 3.3** Improved planning and financial transparency. Improved risk mitigation and accountability mechanisms.

**IO 3.4** Improved school and provincial-based leadership and management in targeted schools.

Using the framework in Table 1, outcome statements were documented and coded by intermediate outcome, sentiment and assessed contribution.

**Overview of Findings**

Across the sampled sites, 189 outcome statements were mapped to the VAESP Program Logic. Of these, 67% reflected positive change and 33% reflected unintended negative change, regardless of whether VAESP’s contribution was direct, indirect or unrelated.



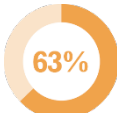
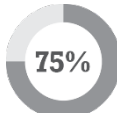

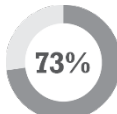

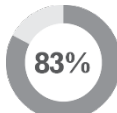










These statements reflect a concentrated sample of sites with sustained VAESP engagement. They should therefore be read as a synthesis of observed changes within this purposive sample, rather than as nationally representative statistics.

Within the sample, VAESP’s support to MoET contributed directly or indirectly to 154 of 189 outcomes (81%), alongside other partners where co-contribution was plausible. VAESP’s prominence in documented changes reflects the sample’s contribution focus rather than a claim of sector-wide attribution. Table 2 presents how these 189 outcome statements are distributed across intermediate outcomes, including sentiment and assessed VAESP contribution.

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**Table 2: Total Outcome Statements by Intermediate Outcome and Overall Sentiment and Contribution**

End-of-Program Outcome	Intermediate Outcomes	Total	+ Positive	- Negative	% Positive	% VAESP Contribution
EoPO 1	IO 1.1 School preparedness and response to emergencies are enhanced, and disruption to learning is minimised	7	5	2		
	IO 1.2 Parent & caregivers are motivated to enrol their children in school	32	20	12		
EoPO 1 and 2	IO 2.1 Teachers in targeted schools are educating and providing targeted support to students with learning difficulties & disabilities	11	4	7		
EPOP 2	IO 2.2 Classroom instruction is improved in VAESP-supported schools (particularly in CIP Focus Schools)	70	41	29		
EoPO 3	IO 3.1 Improved data reliability, access and usage at all levels. Improved data-driven planning and decision-making	12	10	2		
	IO 3.2 Targeted schools and classrooms are constructed/improved according to the Infrastructure Policy Implementation Plan	13	12	1		
	IO 3.3 Improved planning and financial transparency. Improved risk mitigation and accountability mechanisms	19	16	3		
	IO 3.4 Improved school and provincial-based leadership and management in target schools	25	18	7		
<b>Total</b>		189	126	63		

**Performance Indicators Legend**



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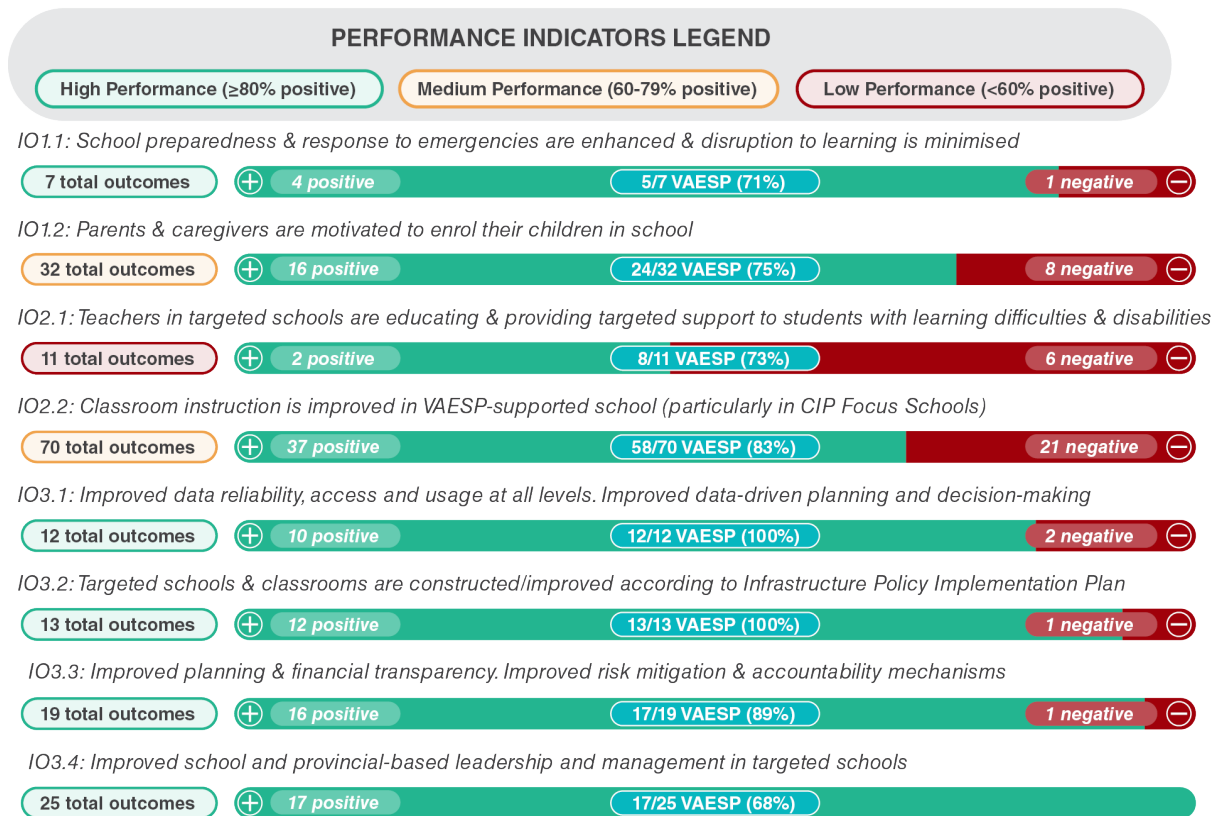
Classroom instruction (IO 2.2) generated the most outcome statements (70), followed by parent engagement (32) and leadership (25).

The strongest proportions of positive change were observed in:

- Infrastructure (IO 3.2): 92% positive, 100% VAESP contribution
- Financial transparency (IO 3.3): 84% positive, 89% VAESP contribution
- Data systems (IO 3.1): 83% positive, 100% VAESP contribution
- Inclusive education (IO 2.1) recorded fewer outcomes and a higher proportion of negative sentiment, indicating persistent systemic challenges.

These patterns are visually summarised in Figure 1.

Figure 1: Intermediate Outcome Performance Breakdown – Direct and Indirect VAESP Contributions



As shown in Figure 1, nearly all IOs showed more than 60% positive changes linked to interventions in which VAESP provided support to MoET, with the strongest performance in school leadership, financial management and infrastructure. Inclusive education generated fewer outcome statements overall, indicating less documented change at the school, and those recorded were more likely to reflect persistent challenges than positive change.

## Performance Analysis

### Strong Performance

Of the documented changes linked to MoET-led activities supported by VAES, strong performance emerged in six domains:

- Leadership development (IO 3.4):** All outcomes across 10 schools were positive. Accredited training through APTC, PTC, and Growth Coaching International strengthened the principal's confidence, governance, and instructional leadership. While 46% of sampled leaders reported challenges in managing teacher morale and performance during industrial action, the training was widely valued. As one provincial officer reflected: *'The training is contextualised to the Pacific, so it is relevant to us... I can see the difference in my daily work.'*
- Planning and Financial Transparency (IO 3.3):** 94% of outcomes across 10 schools were positive. Schools strengthened financial reporting through OpenVEMIS, improving accountability and aligning financial planning with national guidelines<sup>1</sup>. One staff member commented: *'Now, we must give a report. It was never like this before. In every meeting, we report on money. The parents were so happy.'*
- Infrastructure through school grants (IO 3.2):** 92% of outcomes were positive. Ten of 15 schools delivered small-scale projects,<sup>2</sup> including solar installations, water tanks, and classroom upgrades. As one principal noted: *'There were no ceilings previously in the classrooms, and it was always hot, so it disturbed student learning, but then with the assistance, classrooms were renovated.'*
- Data systems (IO 3.1):** 83% of outcomes across eight schools were positive. OpenVEMIS is now embedded in grant compliance, with consistent enrolment data over the past two years. Provincial staff reported that monthly submissions have reduced costly follow-ups to schools and strengthened oversight.
- School preparedness and response (IO 1.1):** 80% of outcomes across four schools were positive. Change was most visible in disaster-affected sites, where schools used Google Classroom to support learning continuity and grants to install backup water tanks and cyclone shutters. At one school, ICT training enabled staff to develop systems to protect computers and networks before, during and after disasters.
- Early curriculum improvements (IO 2.2):** While pedagogy outcomes were mixed overall, all 16 outcomes linked to MoET's Curriculum Improvement Program (CIP)<sup>3</sup> across 14 schools were positive. One principal said: *'It is one of the best programs that Australia has funded... CIP will help identify the level of each single student, so that the teacher can address issues to find a solution.'*
- Parent Support Program (PSP) outcomes (IO 1.2):** In PSP-supported schools, all three reported transformative change. Parents became more engaged in children's learning at home, reinforcing new behaviours within communities. One teacher observed: *'We have one family who attended PSP... she made an education corner at home... There has been such a big change in that child.'*

### Medium Performance

Among MoET-led activities supported by VAESP, moderate performances emerged in two domains:

- Parent engagement and enrolment (IO 1.2):** 67% of outcomes were positive across seven schools. Schools reported improved parent engagement and increased motivation among

<sup>1</sup> The frequency of financial reporting was assessed, however due to the limitations in data disaggregation within the system, the quality of reports was not examined during analysis.

<sup>2</sup> However, notably, no schools spoke about large scale infrastructure support from national level.

<sup>3</sup> At the time of the harvest in mid-2025, early awareness on the CIP approach occurred in 2024 and diagnostic assessment baselines were beginning implementation in schools in early 2025.

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enrolees. Two schools reported positive change linked to principal engagement with School Community Associations. However, in some urban schools, enrolment growth led to overcrowding, with class sizes sometimes exceeding 65 students and affecting learning conditions. One parent said *'The teacher in class 1 is always sick now. She has too many children in her class. Every day, we are worried she will faint.'*

- **Curriculum and pedagogy (IO 2.2):** 64% of outcomes were positive across all 15 schools. Before the introduction of the CIP approach, teachers found the new teaching guides to be potentially helpful and confidence-boosting. However, limited follow-up coaching constrained practical application. Language issues added complexity, with Bislama materials creating a translation burden for francophone teachers, while anglophone schools faced challenges transitioning from vernacular languages to English.

### Persistent challenges

- **Inclusive education (IO 2.1):** Only 25% outcomes were positive across two schools. Gains collapsed when donor-funded specialist positions ended, paired and follow-up coaching did not continue, leaving schools without sustainable capacity. Challenges were reported across all school types, indicating systemic gaps requiring national-level solutions. One educator noted *'We received guidance from VAESP on inclusive education and an inclusive education guidebook. However, we did not get any follow-up sessions.... We used the knowledge shared by VAESP and the information in the guidebook. We need more guidance. Some support did not work, so we would like more guidance.'*
- **Language implementation:** Vanuatu's complex language landscape creates diverse needs across schools. Mixed messaging from the MoET including on the national language policy has left teachers uncertain about expectations across all 15 schools.
- **School overcrowding:** Four urban and peri-urban schools reported enrolment growth outpacing infrastructure capacity, with class sizes exceeding 65 students. One deputy principal described the pressure: *'The more kids that come, we are trying to squeeze them in... performance drops, teacher stress... teachers feel like giving up. I hear these complaints every day.'*

## Methodological Approach and Verification

To strengthen credibility and minimise bias, ethical safeguards were embedded throughout the process. Participants provided informed consent, transcripts were anonymised, and potential risks, including power dynamics, were mitigated by interviewing parents, teachers, and principals separately. Outcomes were verified through three layers: consultation with an expert panel of MoET and VAESP staff, follow-up interviews with implementation staff, and review of project documentation, including OpenVEMIS data. Each outcome was assigned an evidence strength rating to signal the degree of triangulation and robustness behind each claim.

## Implications for the Program

The Outcome Harvest shows that achieving sustained change in teaching practice requires attention to both individual behaviour change and shifts in social norms. Behaviour change was examined using the COM-B model, which holds that change occurs when people have the **capability**, **opportunity**, and **motivation** to act. VAESP interventions were most effective when they addressed all three elements together. For example, school grants paired with financial management training and OpenVEMIS reporting strengthened principals' capacity to plan, provided opportunities to comply and report, and created motivation through access to funding. Leadership training showed similar alignment: accredited courses built capacity and created opportunities to apply learning, and reinforced motivation through peer networks.

**Behaviour change alone, however, is not sufficient to secure lasting reform. Sustained change also requires shifting social norms: the shared expectations that shape what teachers, school**

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**leaders, and communities believe is normal and acceptable.** These norms operate through two mechanisms: empirical expectations, or what people believe others are doing, and normative expectations, or what people think they should do. Where VAESP interventions introduced new practices, made them visible, and engaged multiple actors simultaneously, as in the PSP and the Curriculum Improvement Program's (CIP) coaching and peer observation model, outcomes were consistently stronger. By contrast, one-off training or cascading models that focused on individuals without influencing wider expectations were more difficult to sustain. Teachers did not lack information but often lacked a shared understanding of expected practice and confidence that other teachers were adopting the same approaches.

Success depends on designing interventions that address both individual behaviour change and system-wide norms. Refining and scaling CIP will require a minimum viable package that combines coaching, peer learning and practices embedded within the education system. These elements build individual capability while making new practices visible and expected. Vanuatu's complex language landscape also requires guidance on expectations, alongside practical support tailored to each school context. Moving resources online could reduce production costs and increase flexibility, but this will require sustained investment in connectivity and reliable internet access for schools. Embedding people management skills and collective decision-making in leadership programs will help principals and Principal Education Officers (PEOs) sustain change within their teams and model the collaborative practices that shape norms for their staff.

Fragmented teacher support delivered through cascading models creates capability gaps and overload. Greater coherence can be improved through a unified professional development calendar and system anchored in the CIP approach and supported by technology platforms such as online conference calling, strategic communications tools, OpenVEMIS, e-Campus platforms and Google Classroom.

Inclusive education interventions remain fragile and often rely on individual champions or fragmented donor efforts. **To move from isolated success to system-wide practice, the focus must shift from building individual commitment to establishing inclusive education and parent engagement as 'the way we do things' across all schools,** ensuring program-level interventions are institutionalised in the design phase.

Partnership brokering can align development partners, pool resources and ensure continuity, while clarifying institutionalisation pathways across MoET units. Building on the MoET Partnership Compact,<sup>4</sup> partnership brokering can identify operational efficiencies, strengthen coordination among education partners and secure clear pathways for project-introduced mechanisms. In doing so, promising initiatives can be embedded within the national framework, including the MoET Corporate Plan, rather than remaining isolated or one-off.

## Implications for Sectoral Learning

Sustaining education reform in Vanuatu requires more than technical fixes. It depends on sequenced, well-brokered partnerships that distribute ownership across MoET, provinces, schools, and communities, and on **interventions that intentionally address both individual behaviour change and system-wide shifts in social norms.**

Technical inputs alone, such as curriculum guides, policies and data systems, are not sufficient for long-term change. They must be accompanied by strong partnerships that cut across institutional silos and foster shared ownership. **The harvest found that behaviour change approaches, including COM-B and social norm strategies, generated more durable change when reinforced by the education system.** For example, the PSP encouraged parents to adopt specific behaviours, such as preparing healthy food, establishing routines, and supporting learning at home. As participation increased, these practices became socially visible and increasingly expected within communities, shifting norms around parental responsibility for learning. These changes were

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<sup>4</sup> [MoET Partnership Compact](#)

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sustained where schools and principals reinforced the same expectations through consistent messaging, school rules, and practical enablers such as school-grant-funded resources. By contrast, where behaviour change relied solely on awareness-raising without institutional reinforcement, improvements were short-lived.

**Shifts in teaching practice** depend on social norms and coherent support, not solely on the transfer of information. When professional development is delivered as stand-alone training without coaching, mentoring or consistent messaging, it creates confusion and overload for teachers and principals. Strong program quality controls are essential. Aligning materials, approaches, schedules, and expectations across MoET units, provincial offices, and education partners reduces mixed messages and competing demands.

Beyond classroom norms, **financial governance** is the foundation for all other reforms. Teacher strikes, delayed grants, and uneven allocations undermine even the best-designed programs. Strong financial forecasting and streamlined, practical operations help mitigate these risks. Instability at this level weakens both individual motivation, as teachers cannot focus on improving practice when their livelihoods are uncertain, and the conditions required for collective norm change, which depends on sustained interaction within an able group for new practices to take hold. Strengthening budget alignment, medium-term expenditure frameworks and audit oversight, coupled with brokered dialogue among MoET units, Parliament and partners, is essential to secure trust and stability.

**People management** has emerged as a critical gap undermining sustainability. While leadership training strengthened principals' financial and administrative skills, it did not fully equip them to manage teacher morale, conflict and performance in challenging contexts amidst employment disputes. Embedding practical people management tools into leadership programs is essential. Principals who can lead through difficulty are not only more effective individually, but they also model the collaborative and resilient culture that shapes norms within their schools.

Regular reflection on the operating context is crucial to applying adaptive management and remaining responsive to the current needs of the education system. At the time of this report, workforce instability linked to employment disputes affected the delivery of targeted school support. Such changes in context influence how effectively interventions operate and require timely adjustments to annual plans. Reflections must also draw on perspectives from all levels of the system, including schools, provinces, and the Ministry, to ensure that real needs are identified and analysed.

Finally, elevating children's voices through initiatives such as the upcoming positive deviance study will help design reforms that directly strengthen literacy and numeracy outcomes and deepen understanding of why some children succeed despite system-wide challenges.

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# 1 Introduction

The Vanuatu Australia Education Support Program (VAESP) is a long-term investment funded by the Australian Government, implemented in partnership with the Government of Vanuatu through the Ministry of Education and Training (MoET). Following the successful completion of Phase I (2013–2018), VAESP entered its second phase in January 2019, with implementation continuing until December 2026.

The program's overarching goals are to support MoET in increasing equitable access to education, improving the quality of teaching and learning, and strengthening the management of Vanuatu's education system. These three pillars align with the Vanuatu Education and Training Sector Strategy and are operationalised through MoET's Corporate Plan. Since 2019, VAESP has typically managed between 9 and 11 activity areas comprising 38 to 47 sub-activities each year, spanning curriculum resource development, teacher professional development, school leadership, inclusive education, education data systems, infrastructure planning, financial management, and community engagement. All activities are co-designed with MoET, with Ministry staff serving as leads supported by VAESP Activity Coordinators providing financial, advisory, and technical support.

These efforts have taken place in a complex and dynamic environment marked by natural disasters, the COVID-19 pandemic and recurrent tropical cyclones, beginning with Tropical Cyclone (TC) Harold, which delayed implementation in 2020 by seven months, as well as teacher employment disputes in 2024 and 2025. Vanuatu's education system operates across a highly decentralised archipelago with significant linguistic, cultural, and geographic diversity, where islands differ markedly in terrain, access to infrastructure, population density, language and exposure to climate and disaster risk. Service delivery must contend with long travel times, limited transport options, variable connectivity, and distinct provincial and community contexts. At the same time, the sector includes a wide range of actors supporting MoET, including development partners as UNICEF, the New Zealand Government (MFAT) through the Junior Secondary Program (JSS) and the Global Partnership for Education (GPE), and other community-based partners such as churches, NGOs, independent education providers, and community organisations - each contributing resources, priorities, and approaches. These overlapping interventions require continual coordination and adaptation, and often demand creative, locally fit solutions rather than standardised or linear implementation models.

Recognising this complexity, VAESP deliberately invested in reflection and learning to ensure its approach remained responsive rather than fixed. DFAT coordinated a high-level independent review<sup>5</sup> in 2024 of both the Vanuatu Skills Partnership and VAESP, followed by a DFAT-supported political economy analysis. These two key documents, along with a reflection on monitoring data from early 2025, provided a structured assessment of how reform support interacted with the education system. This process supported VAESP in reassessing assumptions, identifying constraints affecting reform traction, and refining how the program engaged with issues such as over-centralisation and gaps in coordination. A practice of sensemaking and the practical use of evidence were introduced to move from focusing on outputs to reflecting on outcomes.

This adaptive effort unfolded alongside significant external shocks that affected the education system. The December 2024 earthquake caused widespread infrastructure damage, disrupted schooling, and displaced MoET and VAESP offices, while prolonged teacher industrial action throughout 2024 and 2025 disrupted workforce availability and learning continuity. These events altered implementation conditions and timelines, reinforcing the need for approaches that can accommodate uncertainty, shifting roles, and nonlinear change processes.

Considering this context and the challenges it poses for traditional monitoring and evaluation (M&E), VAESP commissioned an **Outcome Harvest** in 2025 to document tangible and observable changes, assess the extent to which these changes can be reasonably linked to VAESP-supported work with MoET that have taken place in schools and provincial offices, and to understand how the program's contribution to these changes may have occurred.

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<sup>5</sup> [Vanuatu Education and Skills design Stage 1 - High Level Modality Review](#)

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### 1.1 What is an Outcome Harvest?

Outcome Harvesting is a retrospective, qualitative evaluation method that identifies actual changes (whether intended or unintended) and examines a program's contribution to those changes. It is particularly suited to complex, adaptive programs such as VAESP, where interventions vary across islands and outcomes may emerge in unpredictable ways. For VAESP, this approach supports continuous learning and adaptive management, aligning closely with its goals of improving access, quality, and management in the education system, where change is often emergent and non-linear.

### 1.2 Purpose of the Outcome Harvest

The harvest had three main purposes:

1. **Accountability** – To provide evidence of VAESP's contribution to measurable changes in the education sector and to MoET.
2. **Learning** – To capture what has worked, what has not, and why, to inform adaptive management.
3. **Decision-making** – To guide VAESP's remaining 18 months and inform the design of the next phase of investment in Vanuatu's education system.

The harvest also created space for the voices of those at the frontline of education in Vanuatu, including teachers, parents, principals, and provincial officers, to share and reflect on their experiences of change.

### 1.3 Scope of the Outcome Harvest

The design and focus of this Outcome Harvest must be understood in the context of significant changes to VAESP's MEL framework under VAESP II. In response to findings from the independent 2024 high-level review, which reinforced those of the 2022 Mid-Term Review, and as part of routine program logic reflection, the program logic and MEL framework were comprehensively reviewed and strengthened in 2025. This process was undertaken collaboratively with VAESP team members and the MoET Policy and Planning Unit, with technical support from Tetra Tech's Research, M&E specialists. The revised program logic clarified pathways of change, strengthened indicators and methods, and placed greater emphasis on learning, system behaviour, and decision-making at national, provincial, and school levels (see Annex 1: Program Logic Change Log).

Thus, the exercise focused on VAESP's revised **IOs** (Table 3), which are the building blocks towards achieving the following three end-of-program outcomes (EOPO) in the VAESP Program Logic (Annex 2: VAESP Program Logic):

- **EoPO 1:** More children (girls and boys, including those with disabilities) are enrolled and attend the right year of primary school at the right age.
- **EoPO 2:** Students achieve improved literacy and numeracy.
- **EoPO 3:** MoET has implemented devolution at provincial and school levels, strengthening reporting and data systems to inform planning, implementation and decision-making to improve student learning.

In addition to this guided scope, the harvest intentionally focused on observable changes at the school level, with verification from the provincial level, to explore what national-level investments may have contributed to these changes, with the ultimate aim of understanding their impact on students' learning outcomes.

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Table 3: VAESP IOs by End-of-Program Outcome

End-of-Program Outcome	Intermediate Outcomes
EoPO 1	IO 1.1 School preparedness and response to emergencies are enhanced, and disruption to learning is minimised.
	IO 1.2 Parents and caregivers are motivated to enrol their children in school.
EoPO 1 & 2	IO 2.1 Teachers in targeted schools are educating and providing targeted support to students with learning difficulties & disabilities.
EoPO 2	IO 2.2 Classroom instruction is improved in VAESP-supported schools, particularly in CIP focus schools.
EoPO 3	IO 3.1 Improved data reliability, access and usage at all levels. Improved data-driven planning and decision-making.
	IO 3.2 Targeted schools & classrooms are constructed/ improved according to the Infrastructure Policy Implementation Plan.
	IO 3.3 Improved planning and financial transparency. Improved risk mitigation & accountability mechanisms.
	IO 3.4 Improved school and provincial-based leadership and management in targeted schools.

## 2 Methodology and Scope

### 2.1 Process and Steps

#### Step 1: Design

The harvest was anchored to VAESP's IOs and guided by four evaluation criteria: **effectiveness, efficiency, impact, and sustainability**. A set of key research questions was developed to frame the scope of inquiry (Table 4) and used to shape the method, the lines of inquiry, and the moderator guides.

Table 4: Outcome Harvest Key Questions by Evaluation Criteria

Criteria	Key Questionns
Effectiveness	To what extent is VAESP supporting education staff with the knowledge and skills needed to fulfil their duties?
	What factors or variables contribute to the success or failure of VAESP initiatives?
	How well has VAESP integrated gender equality, disability and social inclusion across its work, and what improvements could be made?
Efficiency	Does VAESP provide sufficiently flexible support to meet MoET and DFAT priorities?

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Criteria	Key Questionns
	Do VAESP partnerships achieve synergies and efficiencies across MoET operations?
Impact	To what extent have VAESP activities generated or are expected to generate change in the lives of the intended beneficiaries?
Sustainability	Is VAESP contributing to enduring changes in education systems and practices?

From these questions, plain-language interview guides were developed in Bislama (see Data Collection Tools).

To capture diverse perspectives, stakeholders were grouped into four case types:

- **Principals and deputies** – exploring resource allocation, instructional and administrative leadership, planning practices and data management.
- **Teachers and school staff** – examining experiences with curriculum delivery, multilingual teaching, student assessment and planning, pedagogy, and observed changes in student learning and engagement.
- **Parents and caregivers** – reflecting on enrolment experiences and observed changes in their children’s learning and wellbeing.
- **Provincial Education Office staff** – assessing coordination with schools, capacity to support teachers, and use of data systems, such as OpenVEMIS and the MoET Digest.

Each case type was coded by institution and province to enable comparative analysis across geographies and levels of the education system. Discussion guides were developed using the *Pacific storian*<sup>6</sup> approach (Farrelly, 2014), supported by targeted probes linked to the evaluation questions. This ensured that conversations were participatory, culturally grounded, and aligned with VAESP’s M&E framework, while generating meaningful evidence for MoET’s future use.

To guide structured coding and analysis using NVivo qualitative data software, stakeholders were grouped into four case types: principals and deputy principals; teachers and school staff; parents and caregivers; and provincial education leaders and staff from Provincial Education Offices. Each case type was coded with gender and province attributes to enable comparative analysis across geographies and identities. This format was used to support faster analysis against the tailored lines of inquiry described in Table 5, with probes mapped to the evaluation questions listed in Table 4. These lines of inquiry reflect both the distinct roles of each stakeholder group and the areas of change where VAESP’s support to MoET was most likely to contribute.

Table 5: Lines of Inquiry by NVivo Case Type

Cases	Lines of inquiry
<b>Principals &amp; Deputy Principals</b>  <i>Attributes:</i> <i>province</i>	<ul style="list-style-type: none"> <li>• In what ways are they experiencing resource allocation?</li> <li>• How are they experiencing their roles as school leaders, both in administration and instructional leadership?</li> <li>• In what ways are principals using planning with their teachers and classes?</li> <li>• How are they experiencing data management and OpenVEMIS?</li> </ul>

<sup>6</sup> ‘Storian’ (Vanuatu), also referred to as ‘Talanoa’ in Fiji, Nauru, Samoa and Tonga, or ‘Kibung’ in Papua New Guinea, refers to the exchange of ideas, practices, experiences, skills, and capabilities in culturally appropriate and authentic ways

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Cases	Lines of inquiry
<b>Teachers &amp; school staff</b> <i>Attributes: province</i>	<ul style="list-style-type: none"> <li>• How are they experiencing the curriculum?</li> <li>• What has been their experience teaching in different languages?</li> <li>• To what extent can they cater to student needs?</li> <li>• What has their experience been like in assessing student needs?</li> <li>• How are teachers experiencing lesson planning?</li> <li>• In what ways are they experiencing pedagogy in the classroom?</li> <li>• Are there any changes in students' learning and engagement at the school?</li> </ul>
<b>Parents, caregivers</b> <i>Attributes: province</i>	<ul style="list-style-type: none"> <li>• How are parents and caregivers experiencing enrolment?</li> <li>• What are they observing in their child regarding learning?</li> <li>• What are they observing in their child regarding well-being?</li> </ul>
<b>Provincial staff at the education office</b> <i>Attributes: province</i>	<ul style="list-style-type: none"> <li>• To what extent are PEOs coordinating among themselves and with school leaders?</li> <li>• To what extent are the provincial staff able to provide support to school staff?</li> <li>• How are they experiencing OpenVEMIS, and how are they using the MoET Digest?</li> </ul>

## Step 2: Data collection

Data were collected from a purposive sample of four provincial offices and 15 schools that had received five or more distinct forms of MoET/VAESP support. The sample reflected variations in geography, language stream, and education levels, and prioritising sites with extensive VAESP engagement. See the Sampling Framework for more details. This approach ensured that participants could meaningfully discuss the observed changes.

In total, 56 interviews and focus group discussions were conducted in Bislama with 164 participants: 17 principals and deputies, 63 teachers, 60 parents and caregivers, 19 provincial officers and five provincial leaders. Six trained moderators conducted the sessions, including three external facilitators and three monitoring, evaluation, research and learning (MERL) specialists, using standardised guides. Interviews were audio-recorded, transcribed verbatim and manually translated into English to preserve nuance. Transcripts were anonymised and securely stored for analysis.

## Step 3: Data analysis

The MERL team synthesised transcripts into 19 composite school stories, each integrating perspectives from principals, teachers, parents, and provincial staff. These stories captured shared experiences while also documenting divergent perspectives.

The data was then coded in NVivo to identify patterns and outliers, using case type, gender, and provincial attributes to enable comparative analysis. At this stage, the composite stories remained descriptive, ensuring participants' voices were preserved without premature interpretation.

## Step 4: Interpretation and sensemaking

The composite stories were reviewed during a joint MoET/VAESP expert panel workshop. Panel members developed stories into outcome statements using the standardised format:

*'In [month/year], [who] at [location] [did what differently], which led to [result].'*

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These statements were organised into two domains, classroom pedagogy and school administration, and classified as either positive or negative changes. The panel examined differences across stakeholder perspectives, assessed VAESP's contribution to reported changes, and identified areas requiring further verification through additional evidence, such as program records or MoET data. This participatory process grounded the analysis in local institutional knowledge while strengthening its credibility through deliberation and consensus.

### Step 5: Verification and refinement

Following the workshop, the MERL team refined outcome statements through further screening of transcripts and stories. This process uncovered outcomes that participants described as routine or 'normalised' changes, as well as subtle but meaningful shifts that might otherwise have been overlooked.

All outcome statements were then categorised under VAESP's IOs and cross-verified using multiple sources:

- **Primary qualitative data** were coded in NVivo to confirm consistency across stakeholder groups and triangulation across interview groups at a location.
- **Program implementation records**, such as progress reports and attendance lists, are used to establish plausible contribution pathways.
- **Administrative data** from OpenVEMIS and MoET's Statistical Digest provide quantitative validation of enrolment, attendance, and other measurable indicators.

Where evidence sources converged, confidence in VAESP's contribution increased; where discrepancies arose, further analysis was conducted. To enhance transparency, outcomes were assigned an evidence strength rating, indicating the robustness of the triangulation supporting each claim. All outcomes were verified through three layers: 1) consultation with the expert panel, 2) follow-up interviews with implementation staff at MoET and VAESP and 3) review of project documentation, including attendance lists, project reports, OpenVEMIS data and triangulated quotes between actor groups. Importantly, variations in program record-keeping and persistent challenges with OpenVEMIS analysis capabilities meant that not all outcomes could be precisely traced through formal systems and were therefore rated 'weak.' These limitations should not discount the outcomes reported by schools, parents or caregivers, as their perspectives provide valid evidence of change even where system data are incomplete or inconsistent.

Some outcomes were also linked to multiple outcomes. When this occurred, the outcome was further broken down, allowing the enablers and barriers to change to be more clearly articulated.

### Step 6: Data use

The validated outcomes were consolidated in this report to demonstrate VAESP's contributions and highlight systemic challenges. They have also been used to inform program reflection and planning with MoET and will be shared with DFAT and other development partners to guide investment decisions. Findings will be disseminated through learning events and MEL products to support evidence-based decision-making across the education sector.

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## 2.2 Sampling Framework

The sampling framework applied a criterion-based purposive approach (Table 6), prioritising schools with substantial exposure to VAESP interventions. To ensure multidimensional perspectives of change, schools were selected if they had received five or more distinct forms of VAESP support, such as curriculum and pedagogy training, inclusive initiatives, parental engagement programs, financial management training, data system support, leadership training or infrastructure investments.

The final sample comprised **15 schools**, including eight anglophone and seven francophone, of which nine were rural and six urban, as well as four provincial offices, with two located in the north and two in the south of Vanuatu (Annex 3). Together, they provided a balanced representation of education settings while focusing on sites most likely to yield meaningful insights into MoET and VAESP's contributions.

**Table 6: Participation Criteria and Target vs. Actual Participation**

Stakeholder Group	Sampling Criteria Summary	Anticipated Sample	Actual Participants
School Principals/ Deputy Principals	Working at the location for 1+ years, who have been part of planning and budgeting, women's principals' network, curriculum leadership or other school-based management activities	12–16	17 (7 female, 10 male)
Teachers and School Staff	Must be either Early Childhood Care and Education (ECCE) or Year 1-3 teacher working at the location for 1+ years, involved in PSP, Vernacular, Curriculum Improvement, Inclusive Schools, women's teacher network	48–64	63 (51 female, 12 male)
Parents and Caregivers	Must be the parent of an ECCE, Year 1-3 student at the location for 1+ years, where the school has had Enrolment support through school grants and any of the following: PSP, Vernacular, Curriculum Improvement, Inclusive Schools	48–64	60 (41 female, 19 male)
Provincial Education Officers	The Provincial Curriculum Improvement Officer (PCIO), Provincial Curriculum and Literacy Facilitator and any of the following: Finance Officer, Open VEMIS Officer, Primary School Coordinator, or School Adviser, all working at the location for 2+ years	12–16	19 (10 female, 9 male)
Provincial Education Leaders	Provincial Education Officer (PEO), Education Adviser working at the location for 2+ years	4–8	5 (0 female, 5 male)

## 2.3 Data Collection Tools

Two complementary tools were applied. **Key informant interviews** were conducted in Bislama with principals, provincial staff, and education leaders, using semi-structured prompts focused on observable changes, their causes and timing. **Focus group discussions** were held in Bislama with parents, caregivers, and, in some cases, school committees, allowing participants to build on one another's observations (Annex 4: Data collection tools). Both tools used the *Pacific storian* approach (Farrelly, 2014), which prioritises open storytelling, supplemented by targeted probes linked to evaluation questions.

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## 2.4 Ethics

Ethical safeguards were embedded throughout the process. All participants provided informed consent, documented via KoboToolbox. Transcripts and quotes were anonymised, and data were stored in secure, access-controlled folders. Risks, such as power dynamics, were mitigated by interviewing parents, teachers, and principals separately. The MoET Education Services Directorate approved the Outcome Harvest plan and circulated communication to provincial offices and schools on participation in the exercise.

## 2.5 Limitations

While rigorous, the methodology has some limitations. Attribution bias may have led participants to overattribute credit to VAESP, although verification reduced this risk. Recall bias affected several accounts, limiting the precision of event dating. Subjectivity in interpreting stories was mitigated through anonymisation, expert review, and refinement of outcome statements. The purposive sampling approach prioritised depth over representativeness, focusing on schools with higher VAESP and MoET engagement, noting that, due to logistical challenges, the schools where most of the support in the use of mother tongue (also known as vernacular) language was not included in the sample, thus findings around the use of mother tongue vernacular should be considered with this limitation. Finally, not all outcomes could be fully triangulated with secondary data, particularly those based on community perceptions; thus, they were given a strength rating during analysis.

Findings should also be interpreted within the broader operating context from 2019–2025, which included repeated cyclones, COVID-19–related school closures and homeschooling, periods of disrupted service delivery, and industrial action affecting teacher availability for professional development and continuity of trained personnel. In some cases, teachers who had received VAESP-supported professional development were absent from schools for extended periods, shaping both the pace and visibility of change and constraining the extent to which outcomes could be consistently observed or sustained across settings.

Despite these limitations, the combination of participant voices, program records, and MoET administrative data provides a credible and balanced picture of change in the context.

## 3 Findings Overview of Findings

### 3.1.1 Summary of overall findings

The Outcome Harvest captured **189 distinct changes** (outcome statements) across Vanuatu's education system from 2019 to 2025, based on 164 interviews across 56 key informant sessions and focus groups in 15 schools and four provincial offices. These outcome statements represent observed changes at different levels of the system, ranging from individual teacher or parent practices to school-level processes, provincial systems, and selected policy or system-wide developments. Of these documented outcomes, **67% were positive and 33% negative**, with **VAESP contributing directly or indirectly to 81%** (Table 7),<sup>7</sup> irrespective of sentiment.

While not exhaustive of all changes in the sector, the findings provide an overview of how stakeholders at the school and provincial levels experienced shifts across the **eight IOs** in VAESP's program logic. The 189 outcome statements are not evenly distributed across sites and do not capture all changes. Other changes may have occurred but were not mentioned by the interviewees. The statements reflect a purposive sample in which VAESP and MoET had concentrated engagement. Some schools and provincial offices generated more documented outcomes than others, depending on the intensity of support, the number of interviewees per site, and the period of engagement. To support interpretation, the Outcome Harvest documented an average of 9.7 outcome statements per school across the 15 sampled schools, with a range of 5–15 per school. An additional 10-12 outcomes drawn from each of the four Provincial Education Offices.

Each outcome statement also considered the number of independent sources that corroborated the change, providing insight into how widely the change was observed or experienced across respondents. As such, the total number of outcome statements should be read as a synthesis of observed changes across a concentrated sample, with triangulation between cases, rather than as a measure of prevalence or uniform change across the system.

Classroom instruction (IO 2.2) generated the highest number of outcomes (70) reported across all schools. Parent engagement and enrolment (IO 1.2) followed, with 32 outcomes reported across 10 schools and four provincial offices. School leadership (IO 3.4) accounted for 25 outcomes reported across 10 schools and three provincial offices. These figures indicate that interviewees spoke more about noticeable changes in these topics than in other focus areas. They also suggest these areas have been particularly dynamic spaces of change, whether VAESP or other influences contributed, regardless of sentiment.

While 67% (n=189) of all outcome statements were positive (Table 7), the sentiment distribution across IOs revealed where positive change occurred most frequently. Small-scale, locally led infrastructure changes (IO 3.2) resulted in 92% (n=13) positive outcome statements, followed by IO 3.3, which improved planning and financial management (84%, n=19) and IO 3.1, which improved data reliability (83%, n=12).

At first glance, the high percentage of positive infrastructure outcomes appears counterintuitive given the severe natural disasters Vanuatu has faced in the past five years. Yet triangulated evidence shows that school grants, targeted training in financial management, and consistent support for using OpenVEMIS to record financial reports have built a culture of accountability, empowering school leaders to drive small-scale infrastructure projects utilising their own funding.

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<sup>7</sup> Percentages presented in this section reflect the distribution of outcome statements identified through the Outcome Harvest methodology and are intended to support analytical interpretation rather than statistical generalisation. Findings are drawn from a purposive sample of schools, provincial offices, and stakeholders where VAESP and MoET had concentrated intervention support. As such, percentages do not represent nationally representative estimates or prevalence rates across the education system, but indicate patterns observed within the sampled outcomes and inform understanding of contribution, direction of change, and areas of strength or constraint.


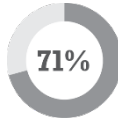












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Conversely, inclusive education as part of IO 2.1 saw only 36% (n=11) positive outcomes, regardless of VAESP's involvement. Negative outcome statements highlighted gaps in follow-up after resource distribution or training, as well as the discontinuation of personnel support.

The results for **classroom pedagogy, teaching resources and curriculum work**, although featuring a high concentration of outcome statements, achieved less than 60% positive sentiment (regardless of VAESP contribution). Of the 41 positive outcome statements, interviewees across all schools described early adoption of teaching strategies, shifts in teaching style, stronger collaboration between teachers and principals, increased teacher confidence, the use of ICT in classrooms, positive experiences with curriculum resources, and a better understanding of language transition approaches. The remaining 29 outcome statements reflected challenges ranging from system-level constraints and inefficiencies to confusion with curriculum materials and ambiguity in the language of the instruction policy.

**Table 7: Total Outcome Statements by Intermediate Outcome and overall sentiment and contribution**

End-of-Program Outcome	Intermediate Outcomes	Total	+ Positive	- Negative	% Positive	% VAESP Contribution
EoPO 1	IO 1.1 School preparedness and response to emergencies are enhanced, and disruption to learning is minimised	7	5	2		
	IO 1.2 Parent & caregivers are motivated to enrol their children in school	32	20	12		
EoPO 1 and 2	IO 2.1 Teachers in targeted schools are educating & providing targeted support to students with learning difficulties & disabilities	11	4	7		
EPOP 2	IO 2.2 Classroom instruction is improved in VAESP-supported schools (particularly in CIP Focus Schools)	70	41	29		
EoPO 3	IO 3.1 Improved data reliability, access and usage at all levels. Improved data-driven planning and decision-making	12	10	2		
	IO 3.2 Targeted schools & classrooms are constructed/improved according to the Infrastructure Policy Implementation Plan	13	12	1		
	IO 3.3 Improved planning & financial transparency. Improved risk mitigation & accountability mechanisms	19	16	3		

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End-of-Program Outcome	Intermediate Outcomes	Total	+ Positive	- Negative	% Positive	% VAESP Contribution
	IO 3.4 Improved school and provincial-based leadership and management in target schools	25	18	7	72%	68%
<b>Total</b>		189	126	63	67%	81%

**Performance Indicators Legend**

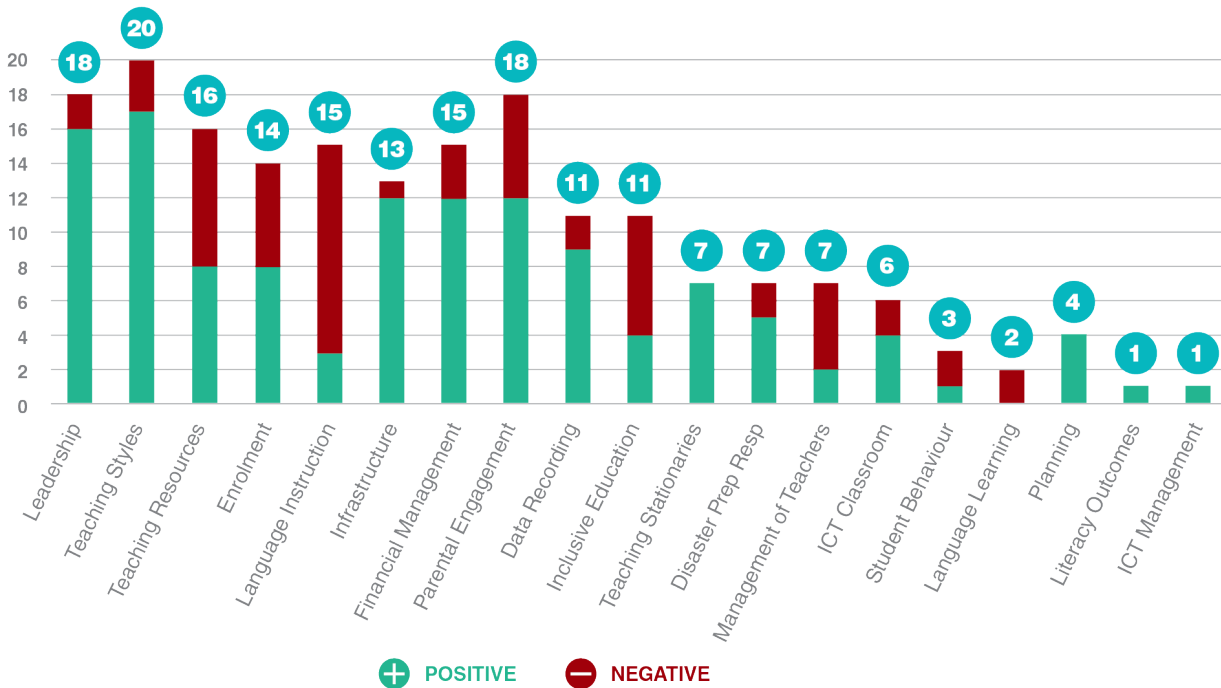


These outcomes reflect observable changes that stakeholders described as occurring since 2019, often emerging from a combination of locally driven action and provincial or system-level support provided by MoET, with support from VAESP and other key education actors. These changes range from transformational gains to concerning setbacks that require strategic attention.

**3.1.2 Thematic Patterns**

Analysis of harvested outcomes revealed evidence of change in both pedagogical and parent engagement practices, such as the quality of teaching, the use of current resources and engagement of parents in their child’s education, and in school administrative management, including strengthened financial reporting linked to accessing school grants, increased use of education data systems, and enhanced school leadership practices.

**Figure 2: Outcome statements by thematic area and sentiment**



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Across the 15 schools and four Provincial Education Offices, 19 thematic areas were identified, with the largest clusters being (Figure 2):

1. Teaching styles (20 outcomes)
2. School leadership (18)
3. Parental engagement (18)
4. Teaching resources (16)
5. Financial management (15)
6. Language of instruction (15)

The positive-to-negative outcome ratios reveal clear success patterns across different educational domains. Leadership, teaching styles, financial management, classroom supplies, and infrastructure show overwhelmingly positive results, with changes in principals' personal leadership and teaching styles, and in small-scale infrastructure linked to the school grant, demonstrating progressive changes in the education system.

Changes in teaching styles were mostly linked to the recent launch of the Curriculum Improvement Program (CIP), MoET's flagship foundational education reform approach, and less related to curriculum implementation and teaching resources. Teachers reported strong, positive outcomes in classroom supplies, thanks to school grants that enabled them to purchase materials.

Concerningly, few changes were showing measurable improvements in literacy. However, the outcome statement deep dive revealed a range of barriers, including issues with the language of instruction and learning, reductions in teacher training and classroom support and teacher absenteeism.

### 3.1.3 Sentiment and Contribution

VAESP provides targeted support to MoET across key priority areas. At the same time, MoET also implements activities independently and in collaboration with other education partners, including UNICEF, MFAT, through the JSS, and the GPE. To ensure clarity of contribution, an assessment was undertaken to link observed changes to areas where VAESP supported MoET. Outcome statements were classified by an expert panel from VAESP and MoET into positive or negative changes. Outcomes containing both elements were split into separate statements to capture distinct perspectives. This ensured that enablers and barriers were fully articulated.

To determine if the outcome contribution was direct, indirect or unrelated, the following definitions were applied:

- **Direct** – Outcome contributions were rated as direct when there was explicit mention of 'VAESP training,' 'VAESP-supported, or 'VAESP funding,' specific VAESP programs cited, including CIP, the PSP, OpenVEMIS training, digital literacy training, leadership training, a clear timeline linking VAESP intervention to outcome or direct quotes referencing VAESP activities.
- **Indirect** – Outcome contributions were rated as indirect when activities or initiatives were mentioned that MoET led but requested support from VAESP for distribution or review before final release, or when outcomes from school grant usage were reported, such as enrolment or spending. VAESP co-funds grants but does not control spending decisions, while MoET language policy dictates how VAESP-funded curriculum content is displayed.
- **Unrelated** - Outcome contributions were rated as unrelated to VAESP if the changes mentioned had no clear connection to VAESP activities, were driven by other actors, policies, or external factors.

To frame direct and indirect contributions, the expert panel mapped key events from over the past five years. It drew on VAESP progress reports to identify plausible links between VAESP and MoET actions that resulted in documented changes. Where applicable, outcome statements were then mapped, as shown in Annex 5: School Activity Mapping vs Recorded Outcomes. The mapping helped determine where VAESP contributed to change, recognising that a range of variables and interventions may have also influenced the observed changes.

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The mapping showed that, across the 15 schools and four Provincial Education Offices, curriculum and pedagogy support from MoET/VAESP was as follows:

- All schools received support for class-based assessments, teacher-guided support, or prior curriculum work, including access to nationally available resources such as *Ademap Lanwis*.
- Three schools participated in the PSP and Mama's Literacy supported by VAESP, while schools in Provinces 1 and 3 ran PSP with support from Save the Children, and Province 2 ran a PSP with support from UNICEF.
- Four schools received inclusive education support, either through model school initiatives (two) or through resource distribution, noting that the IE resource book was mass-printed.
- 14 schools received introductory information on support for students with learning challenges.
- 14 schools are CIP focus schools receiving support for diagnostic assessments, high-impact teaching strategies, and instructional leadership.
- 10 schools received training on digital literacy and Google Workspace.

VAESP was unable to access any schools that had received further targeted vernacular support beyond *Ademap Lanwis* resources due to logistical limitations and the limited availability of schools in light of the national teacher employment dispute, which resulted in a teachers' strike and school closures.

The school administrative work was experienced as follows:

- All schools received school grants from MoET and were supported through the Direct Funding Arrangement (DFA).
- 14 schools received training on the school grant and financial management, and 12 school leaders participated in financial management training.
- 8 schools' data systems support establishing logins on schools.edu.vu, and one of these schools also received support with connectivity.
- 9 schools had staff who participated in the Provincial Women in Education Leadership Network.
- 8 school leaders received scholarships to APTC/PTC/PCU and
- 5 school leaders received principal induction support from VAESP and school-based management (SBM)

Overall, VAESP contributed to **154 of 189 outcomes** (Figure 2):

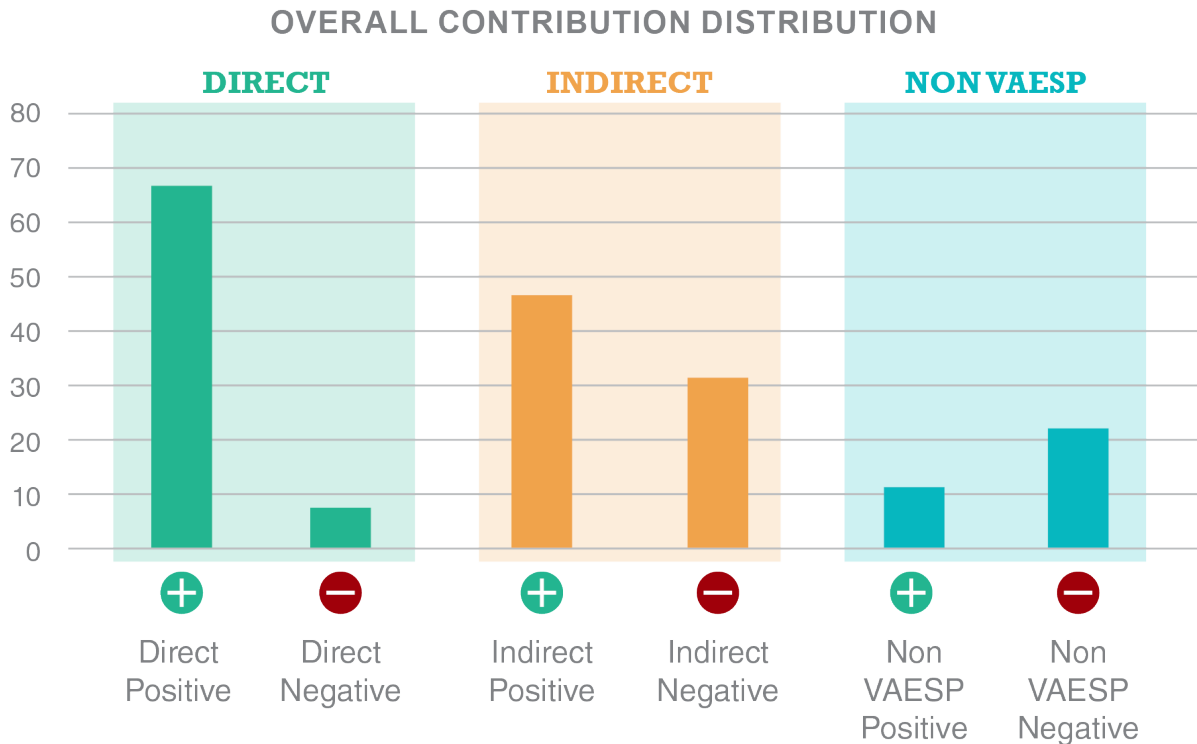
- **Direct contributions:** 67 positive (35%) and eight negative (4%)
- **Indirect contributions:** 47 positive (25%) and 32 negative (17%)
- **Non-VAESP changes:** 35 outcomes (19%), reflecting wider system dynamics and partnership opportunities.

By capturing all outcomes rather than only VAESP contributions, this harvest reveals important system dynamics. These include areas where multiple actors are working –sometimes in alignment, sometimes not – spaces where VAESP support to MoET has served as an enabling change agent, and areas where positive changes are happening without VAESP support but may still offer lessons or partnership opportunities. Nearly one in five observed changes (18%) occurred through mechanisms unrelated to VAESP, revealing external factors influencing the education system and highlighting important partnership opportunities moving forward.

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Figure 3: Overall Contribution Distribution by Sentiment



These numbers tell human stories; the 35% direct positive outcomes include School H's deputy principal, who now safeguards computers during cyclones after receiving ICT training. The 17% of indirect negative outcomes include urban schools such as School C, where grant-driven enrolment success has contributed to overcrowding, or, as one teacher described it, '65 children sitting on top of each other.'

The unintended negative changes related to challenges that emerged directly after training, such as limited follow-up on policy training, or as secondary effects of interventions, for example, creating demand but not being able to meet demand. An example of the latter is the effectiveness of school grants in reducing financial barriers, which VAESP supported through training. In some cases, this support contributed to increased enrolment, particularly in urban areas. Where school leaders prioritised expanding access, this created pressure on existing infrastructure. Similarly, some policy implementations faced adaptation challenges as schools and communities adjusted to new approaches and systems, such as how to implement differing language policies while implementing the new Bislama curriculum guides, which CDU produced with support from VAESP.

While not every change can be directly linked to a training, coaching, policy, or strategy activity, several areas show plausible links between VAESP-supported activities and the demonstrated outcome statements. For example:

1. **2023 Digital Literacy Training → 2023 Digital Integration Outcomes:** Direct link between Google Workspace training and schools implementing digital Google systems.
2. **2021 Principal Development → 2021-2023 Leadership Improvements:** Direct link between the attendance of principals in leadership training and improved school management at the schools within the sample.
3. **2019-2022 Parent Support Program → Enhanced Parent Engagement:** Multiyear PSP rollout directly linked to sustained community involvement in two provinces, particularly in Province 4.
4. **2024-2025 Introduction of the Curriculum Improvement Program (CIP) → Adoption of new assessment and teaching strategies:** Socialisation of the concept of the CIP began

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in 2024, including demonstration of high-impact teaching strategies directly linking to early adoption in 2025.

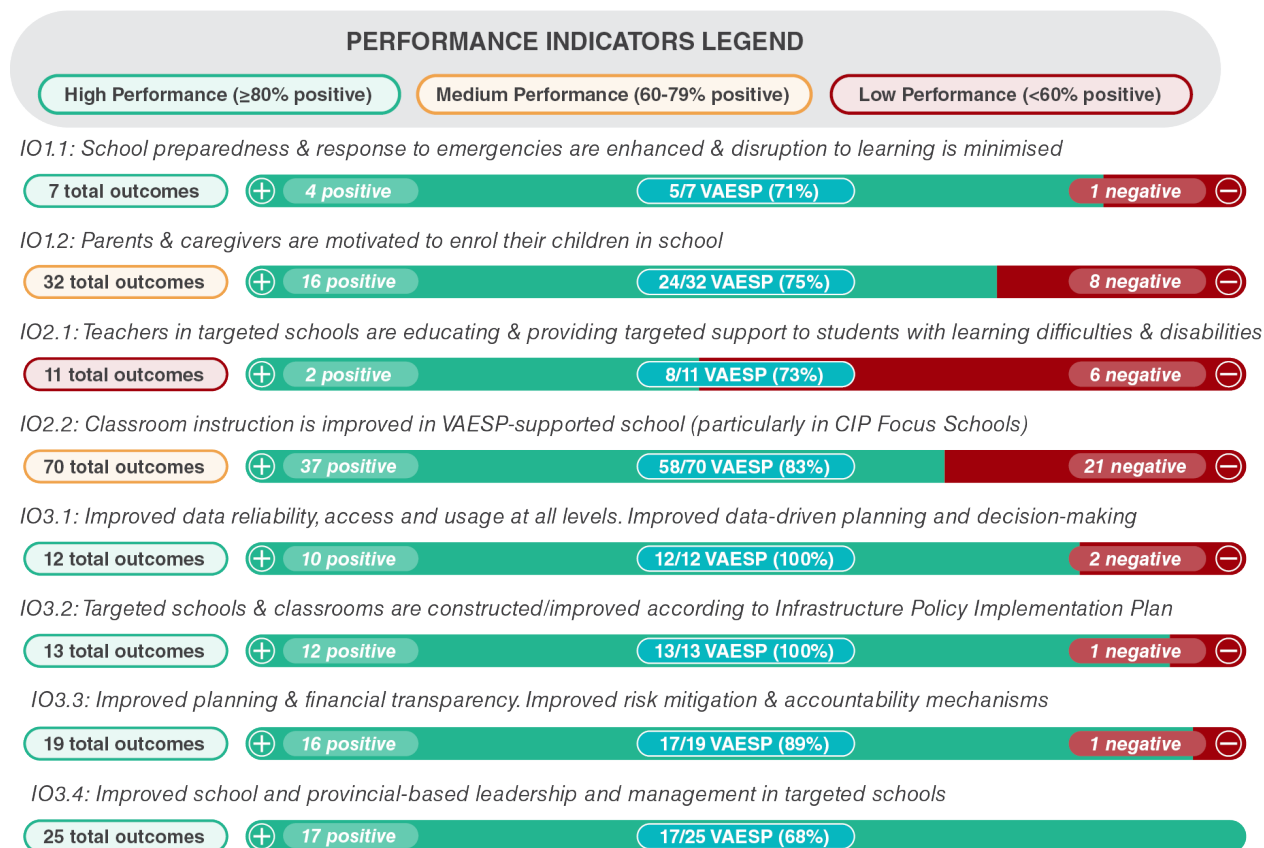
5. **OpenVEMIS system enhancement each year and integration in financial management training** → **Increased users inputting data with purpose:** School grant tranches are only sent to schools after receiving accurate financial reports on student registration and school grant use in OpenVEMIS, providing increased incentive to use the system regularly.

The positive changes that VAESP directly or indirectly contributed to reflect the program's impact on Vanuatu's education system during a number of tumultuous years, including both natural and human-induced crises such as the worldwide COVID-19 pandemic from 2020-2022, TC Harold (2020), TC Judy and Kevin (2023), the teachers strike (2024) and the devastating 2024 earthquake. These events created a need for rapid adaptation to counteract negative forces on the country. The positive outcomes highlight the resilience of the Vanuatu education system.

**3.1.4 Demonstrated Changes Against VAESP Program Logic**

Across all IOs, VAESP demonstrated substantial direct and indirect influence, contributing between 68% and 100% of outcomes across the thematic areas of the VAESP Program Logic, while acknowledging that multiple actors also contributed (reflective of the complex nature of the Vanuatu education system). With the exception of inclusive education support, all intermediate outcomes showed predominantly positive results when VAESP contributed directly or indirectly, with seven of the eight IOs achieving majority-positive outcomes (Figure 4).

**Figure 4: Summary of total sentiment by outcome, regardless of contribution**



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**High Performance (80%+ positive):** Five IOs out of eight achieved positive outcome statement success rates above 80% in areas associated with direct and indirect VAESP contribution.

VAESP contributed to 68% (n=25) of total documented changes in school leadership (IO 3.4), and of these changes, 100% (n=17) were positive across 10 schools. While the remaining outcome statements were attributed to leadership courses offered by the University of the South Pacific (USP) and to the principals' personal attributes, several provinces rated VAESP's Leadership and Management Training highly, particularly the accredited programs and the support provided by the SBM unit. Provincial staff in Province 1 reflected that the Leadership and Management Training implemented by MoET, SBM, and VAESP was one of the most impactful developments in the province over the past decade, saying:

'We used to refer to the Principal Management Manual, but now SBM introduced a training that leads to a certificate. It's practical. You see the difference in schools when a principal has been trained. I would recommend providing more Leadership and Management Training. It is very useful for principals, deputy principals and provincial officers. I graduated in May 2025, and I can see the difference in my daily work. I feel more confident as a Deputy PEO. I understand how I can improve education and support schools. The training is contextualised to the Pacific, so it is relevant to us.'

The program has built confidence and capacity in planning, budgeting, and leading ethically, with a staff member commenting that school principals *'can now manage projects, understand MoET standards, and support teachers. It's contextualised for the Pacific, so it's relevant to us. A school submitted a proposal to the Department of Climate Change to install solar panels. It was accepted - worth over 1 million vatu.'*

Of the 19 outcome statements related to financial transparency and management (IO 3.3), VAESP contributed to 89% of the statements. Of these documented changes, 94% (n=17) were positive. These positive outcomes were reported at 10 of the 15 schools interviewed, suggesting that improved financial transparency is systematically changing across the sample, regardless of province, language or settings.

All small-scale infrastructure development through school grants<sup>8</sup> (IO 3.2) was linked to training that principals received from MoET on the use of the school grants (training which VAESP supported financially) and recorded 92% (n=13) positive outcomes across 11 schools - suggesting that even without major infrastructure changes eventuating, there is still appreciation for school-led small-scale infrastructure projects. This finding reflects creative solutions, such as School O's purchase of solar power installations to reduce ongoing overheads such as stationery, enabling printers to be installed and creating the shift from *'handwriting lessons'* to *'making activities we can print.'* This also reduced the time teachers spent on additional classroom preparation and increased the efficiency of lesson planning.

VAESP contributed to all outcomes related to data systems improvement (IO 3.1) via activities linked to OpenVEMIS and Google Classroom, of which 83% (n=12) documented changes were positive. Changes were reported at eight schools and three provincial offices, with multiple changes at each location and steady progress in the use of data and technology.

School preparedness and response to emergencies (IO 1.1) also performed well. However, there were fewer outcome statements and across fewer schools (4), with five of the seven documented changes in this IO linked to VAESP support. Of these, 80% (n=5) were positive. They were associated with the use of Google Classroom to support learning continuity, as well as small-scale infrastructure improvements that enhanced preparedness and recovery, including through the installation of water tanks and cyclone shutters.

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<sup>8</sup> While VAESP has dedicated activities on larger infrastructure, the outcome statements linked to this intermediate outcome centred on small scale infrastructure made possible through school grants, financial management training and upgrades and training on OpenVEMIS.

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Notably, while outcomes related to pedagogy were mixed and reported below, when disaggregated to examine recent investments made through the MoET's CIP, 100% (n=16) of outcomes across 14 schools linked to CIP were positive. Similarly, when outcomes related to parent engagement through the PSP program in schools supported by VAESP, all three schools reported positive outcomes that directly referenced the PSP program as a contributing factor to the change.

**Medium Performance (60-79% positive):** Two additional IOs exceeded a 60% positive threshold in VAESP-contributed areas at seven schools. Enrolment changes linked to the school grants policy and enhanced parent engagement in both primary and Early Childhood Care and Education (ECCE) school levels (IO 1.2) recorded 67% (n=24) positive outcomes attributed to VAESP under this intermediate outcome. As stated above, PSP had overwhelmingly positive responses. A teacher at School N commented, *'We have one family who attended PSP... she made an education corner at home... There has been such a big change in that child. He is so different and is so much more advanced compared to the other children whose parents haven't been to PSP.'*

Curriculum and classroom pedagogy (IO 2.2), to which VAESP contributed 83% (n=58) of the outcomes across all 15 schools, covered diverse thematic areas, with particular emphasis on the CIP and earlier work to create a contextually relevant curriculum. This area achieved 64% (n=58) positive outcomes where VAESP contributed directly or indirectly. In Province 1, a provincial officer commented, *'The new curriculum introduced the use of vernacular languages and a more contextualised syllabus for children, encouraging them to engage more in their learning... Literacy and numeracy remain challenging, but the content is better understood, students are more engaged, and they are brighter.'*

**Persistent Challenges (Below 60%):** One IO require focused attention. Inclusive education support (IO 2.1) was the sole intermediate outcome that presented as a significant challenge, recording only 25% (n=8) positive outcomes across two schools among outcomes where VAESP contributed directly or indirectly, highlighting the need for sustained follow-up and enhanced implementation support in this critical area. This struggle appears in School A, where a principal shared that *'...unfortunately, those initiatives did not continue, and the resources were lost. Today, we don't have any measures aligned with inclusive education in place anymore.'* However, there were two direct positive outcome statements, one of which discussed the application of the inclusive education policy and resources that VAESP supported MoET to disseminate, with the principal at School C sharing,

*'Since 2025, we started to give more importance to inclusive education and track students with special needs' progress. The Inclusive Education team from the Ministry of Education and Training, along with the Provincial Education Office, came to visit the school and provided some training. We now have a dedicated teacher in inclusive education. The teacher is taking time with students with special needs, and there is a dedicated room... We have an Inclusive Education Plan for each student with special needs.'*

The second positive outcome was in relation to the new CIP that MoET and VAESP introduced in 2024 and early identification of students with learning challenges, with a teacher commenting *'After the curriculum training I attended, it helped me shape my practice of delivering the content in the classroom... now with the training, it supported me to teach in a way that the lower-level students are learning.'*

### 3.1.5 Language Streams Comparisons

VAESP supports Vanuatu's bilingual education system, which operates in parallel English and French streams, with some schools also electing to use the mother tongue vernacular or the national vernacular, Bislama. To understand how program support was experienced across both formal streams, the Outcome Harvest sampled schools from each. The distribution of the sample of French and English schools was slightly higher in Province 3, where most schools interviewed were francophone rather than evenly split between language streams; accordingly, findings were not broken down by province when assessing differences between language streams.

There were notable patterns in outcome statements across the schools, regardless of province (Table 8), particularly regarding the implementation of the MoET versus the cross-ministry national language policy, and the use of the Bislama teacher guides developed by the Curriculum Development Unit,

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with notable support from VAESP. Both language stream school types repeatedly spoke about negative learning outcomes linked to confusion in translating, implementing, and transitioning students between languages.

Across the sample, anglophone schools reported more positive outcomes (67%) than francophone schools (56%). These patterns are explored below.

Where teachers attempted to teach in Bislama or mother tongue in early primary (early childhood education to year 2), teachers in both anglophone and francophone schools described challenges with the transition to English or French in Year 4. However, challenges manifested differently:

- **English schools:** Face confusion when switching from Bislama to English, but have resources and assessments aligned with their language of instruction
- **French schools:** Demonstrated a stronger preference to teach in French from Years 1-3, requiring them to translate Bislama teacher guides into French and develop corresponding student-facing materials, creating a double preparation burden during early primary.

**Table 8: Areas of focus between Francophone and Anglophone schools**

Language	Strength	Challenge
<b>English (8 schools)</b>	<p><b>Digital adoption</b></p> <ul style="list-style-type: none"> <li>• Google Workspace implementation</li> <li>• ICT infrastructure utilisation</li> </ul> <p><b>Resource availability</b></p> <ul style="list-style-type: none"> <li>• Better access to materials</li> <li>• Online resources accessible</li> </ul> <p><b>Assessment tools</b></p> <ul style="list-style-type: none"> <li>• VANSTA/PILNA alignment</li> <li>• Standardised testing systems</li> </ul>	<p><b>Bislama transition</b></p> <ul style="list-style-type: none"> <li>• Confusion at Year 4 switch</li> <li>• Loss of English foundation</li> </ul> <p><b>Language policy confusion</b></p> <ul style="list-style-type: none"> <li>• Unclear implementation guidelines</li> <li>• Mixed messages on vernacular use</li> </ul> <p><b>Year 4 transition gap</b></p> <ul style="list-style-type: none"> <li>• Students are unprepared for English</li> <li>• Literacy levels dropping</li> </ul>
<b>French (7 schools)</b>	<p><b>Structured curriculum</b></p> <ul style="list-style-type: none"> <li>• Clear progression pathways</li> <li>• Established teaching methods</li> </ul> <p><b>Traditional methods</b></p> <ul style="list-style-type: none"> <li>• Proven pedagogical approaches</li> <li>• Strong phonics foundation</li> </ul> <p><b>Parent expectations clear</b></p> <ul style="list-style-type: none"> <li>• Families expect French fluency</li> <li>• Community values French education</li> </ul>	<p><b>Translation burden</b></p> <ul style="list-style-type: none"> <li>• All materials in Bislama</li> <li>• Teachers spend 50% time translating</li> </ul> <p><b>Resource gaps in French</b></p> <ul style="list-style-type: none"> <li>• No French teaching materials</li> <li>• Must create own resources</li> </ul> <p><b>Curriculum in Bislama</b></p> <ul style="list-style-type: none"> <li>• Teacher guides need translation</li> <li>• Assessment misalignment</li> </ul>
<b>Total Schools: 15</b>		

All seven francophone schools expressed a strong pedagogical preference to teach in French throughout all year levels, rather than using Bislama or mother tongue in early primary and transitioning later. This means that while Years 1-3 guides are written in Bislama for all schools, francophone teachers found these particularly challenging to work with — requiring translation into French and development of corresponding student materials before they could teach with multiple

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teachers reporting they spend an estimated 50% of their classroom preparation time on translating the teacher guide. One francophone teacher at School J asked, ‘*Do all schools in Vanuatu rack their brains like this for the same lessons?*’ English schools, by contrast, appeared more willing to work with Bislama materials in early primary before transitioning to English resources at Year 4. Anglophone teachers at seven schools still expressed frustration with Bislama guides, particularly in rural areas where mother tongue rather than Bislama is spoken at home, but this did not create the same workload implications.

There are common successes across language streams that emerged in the outcome statements despite the distinct challenges faced by English and French schools.

Both English and French schools consistently reported that school grants:

- Enabled hiring of community teachers during strikes, ensuring learning continuity
- Improved infrastructure and learning materials across all schools
- Reduced financial barriers for families regardless of language background
- Supported enrolment growth in both English and French schools

The PSP demonstrated equal effectiveness across language streams, with both English and French schools documenting:

- Transformative increases in parent involvement in children's education
- More active and informed school councils participating in decision-making
- Strengthened home-learning support, with parents becoming ‘first teachers’
- Growing community trust and investment in schools

Both English schools (8) and French schools (7) report these programs as critical factors in maintaining educational services and strengthening the school-community relationship.

### 3.1.6 Provincial Comparisons

Across four provinces, interviews with the 15 schools were conducted without the presence of provincial officers to ensure interviewee anonymity and reduce bias. Each interview group type was interviewed separately, meaning teachers and principals were not interviewed together, and parents and caregivers were interviewed without school staff present.

Of the 189 Outcome Harvest statements identified, VAESP contribution was closely linked to changes in Province 4, followed by Province 2, 1 and lastly 3 (Table 9).

**Table 9: Provincial Comparison by key strengths and main challenges, outcome statement concentration and financial support per student from 2019-2025**

Province	Key Strength	Main Challenge	Number of Total Outcome Statements	Number of VAESP-linked outcomes	VAESP contribution %	VAESP Support per Student (excluding the school grant support)
Province 1	<ul style="list-style-type: none"> <li>• CIP pilot implementation</li> <li>• OpenVEMIS adoption</li> <li>• Leadership training programs</li> </ul>	<ul style="list-style-type: none"> <li>• Overcrowding in urban schools</li> <li>• Language policy confusion</li> </ul>	46	33	71%	\$40 AUD/student
Province 2	<ul style="list-style-type: none"> <li>• Financial systems strengthened</li> <li>• ICT integration advanced</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring gaps identified</li> <li>• Translation burden for teachers</li> </ul>	34	31	91%	\$32 AUD/student

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Province	Key Strength	Main Challenge	Number of Total Outcome Statements	Number of VAESP-linked outcomes	VAESP contribution %	VAESP Support per Student (excluding the school grant support)
	<ul style="list-style-type: none"> <li>Curriculum rollout success</li> </ul>					
Province 3	<ul style="list-style-type: none"> <li>Highest enrolment growth</li> <li>Tech infrastructure development</li> <li>CIP implementation progress</li> </ul>	<ul style="list-style-type: none"> <li>Staff capacity constraints</li> <li>Language transition difficulties</li> </ul>	34	24	70%	\$29 AUD/student
Province 4	<ul style="list-style-type: none"> <li>4 PSP excellence achieved</li> <li>Strong community engagement</li> <li>Leadership development focus</li> </ul>	<ul style="list-style-type: none"> <li>Resource access limited</li> <li>Geographic isolation challenges</li> </ul>	31	31	100%	\$164 AUD/student

Aside from the school grant support, which DFAT provides MoET through the DFA, when reflecting on the amount VAESP invested per province since 2019 against the number of students per province<sup>9</sup>, these changes align with investment. Province 4 benefited from significantly higher investment due to its challenging operating context, with an estimated \$164 AUD (12,114 VUV) per student – 100% of outcomes reported in that province could be linked to some VAESP support. The remaining three provinces in the sample received \$29-\$40 AUD (2,142 VUV - 2,954 VUV) per student. Note that calculations do not include school fees and community in-kind contributions; the contribution against the total cost of education was not calculated, given limited access to this type of information.

Rural schools reported a higher proportion of positive outcomes (71%) compared to urban schools (50%).

### 3.2 Outcome Deep Dives

Analysis of harvested outcomes revealed two broad domains of change. The first domain, Pedagogy and Engagement Outcomes, encompassed improvements in teaching quality, inclusive classroom support, instructional leadership, and parent/caregiver engagement in children’s learning. The second, School Administrative Outcomes, included strengthened financial reporting linked to school grants, greater use of education data systems, and enhanced leadership in governance and planning.

Although the VAESP and MoET program logic is structured around three pillars — management, quality, and access — the outcome data showed that quality and access were deeply intertwined in practice, as were management and access. For example, increased access was not only achieved through administrative measures such as school grants and enrolment systems, but also through strengthened parent engagement and awareness campaigns (IO 1.2). Likewise, instructional quality improvements were inseparable from leadership for learning and school-community collaboration (IO 3.4).

For this reason, outcomes were sorted into two practical domains during the workshop. Thematic areas were clustered under these domains and then retrospectively linked to the VAESP IOs. As a result, some IOs appear in both domains, reflecting the dual nature of the activities; for example, IO 1.2, which bridges access and engagement, and IO 3.4, which bridges management and instructional leadership.

<sup>9</sup> Student population per province derived from real time data from OpenVEMIS via <https://data.schools.edu.vu/realtime>

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### 3.2.1 Pedagogy and Engagement Outcomes

**IO 1.2:** Parents and caregivers are motivated to enrol their children in school (parent engagement)

**IO2.1:** Teachers in targeted schools are educating and providing targeted support to students with learning difficulties and disabilities

**IO2.2:** Classroom instruction is improved in VAESP-supported schools (particularly in CIP-focused schools)

**IO3.4:** Improved school and provincial-based leadership and management in targeted schools (instructional leadership)

Pedagogy and engagement outcomes capture how VAESP has supported the quality of teaching and learning in classrooms, as well as the role of parents and communities in strengthening education outcomes. This domain is central to VAESP's goal of improving literacy and numeracy in the early years. Still, it also extends to inclusive education practices, instructional leadership, and partnerships between schools and families.

The outcomes collected through the harvest show that **changes in pedagogy and engagement are closely intertwined**. Where teachers had the resources, confidence, and support to deliver lessons effectively, parents noticed improvements in their children's learning. They responded with stronger engagement at home and greater participation and communication with school staff. Conversely, where pedagogy faltered — due to confusion over language policy, overcrowding, or a lack of follow-up training — parents often expressed frustration and disengagement.

Within this domain, VAESP's contributions were most visible in the **CIP**, parental engagement initiatives such as the **PSP** and in strengthening leadership for learning through instructional coaching.

A summary of outcomes topics and by IOs is presented below.

- Parent engagement in student welfare and learning
- Literacy development in parents
- Communication methods to strengthen parental engagement
- Changing socioeconomic and migration impacts
- Professional development of inclusive teachers
- Cascading models of model-inclusion schools
- Reasonable accommodation strategies
- Policies without sustained plans
- Systemic implementation challenges
- Teacher training and teacher resources
- Language of learning and instruction
- Classroom supplies
- ICT in the classroom
- Systemic changes among pedagogy improvement efforts
- CIP implementation
- Resources versus coaching and mentoring

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### 3.2.1.1 Parents and caregivers are motivated to enrol their children in school (IO 1.2)

#### What has VAESP done?

VAESP has pursued multiple approaches to strengthen parental motivation and engagement in children's education.

In the early phase (2019), the program delivered the **Early Learning Awareness Campaign (ELAC)**, reaching over 13,000 adults and children, alongside a **multilingual storytelling program** that engaged 63 parents and caregivers in two Province 1 communities through 15 weekly reading activities. VAESP also distributed 80 **ECCE starter kits** to centres and shipped 70 playgroup starter kits to provinces to support early learning environments. Additional approaches, including right-age enrolment awareness materials, were designed but were revised as the program matured.

From 2020, VAESP invested in building the provincial delivery infrastructure for parent engagement. Sixty-six **Mobile ECCE Officers** were trained across all six provinces, supporting 1,314 ECCE teachers across 863 ECCE centres serving approximately 16,445 children. This workforce became the backbone for delivering the **PSP**, which replaced ELAC as VAESP's primary parent engagement approach. The PSP Facilitators Handbook (11 modules) was completed in 2020, followed by consultation workshops in 2021 across Province 1, 2 and two additional provinces not covered in the harvest (118 participants total) to gather community feedback on the implementation plan before rollout.

PSP delivery began in Province 4 and expanded rapidly. In 2022, 545 parents across 46 communities participated. Participation rates increased to 1,065 in 2023, exceeding the annual target of 400, and rose further to 4,117 in 2024, more than 10 times the target. In the first half of 2025, VAESP supported the delivery of 34 PSP workshops reaching 383 parents and caregivers across 19 villages. New delivery modalities were introduced in 2025, including a **book borrowing** initiative, **durable PSP posters**, and a **training package** enabling ECCE teachers to work directly with parents on home reading. Notably, the provincial education office delivered two workshops attended by 10 teachers who then ran PSP workshops independently across the 19 villages, an early sign of provincial ownership. Through 12 workshop modules delivered by teachers, PSP provided parents of children aged 3–5 with knowledge on child development, education roles, nutrition, hygiene, and wellbeing, positioning parents as 'first teachers' and encouraging them to create home-learning environments and establish routines that reinforce school learning.

VAESP also funded and piloted the **Mama's Literacy Program** in Province 4. This program provided parents, particularly mothers, with literacy skills so they could directly support their children's early reading and writing at home. While coverage was limited, provincial officers described it as an important complement to PSP.

Finally, VAESP ran awareness campaigns alongside MoET to highlight the availability of school grants and the importance of early enrolment, both of which yielded results within the school administrative domain.

VAESP also supported financial governance of school grants, which indirectly strengthened parental confidence (See 3.2.2 School Administrative Outcomes).

Together, these interventions sought to address both the practical barriers (cost of schooling, lack of materials) and the motivational barriers (perceptions of schooling, lack of awareness of parental roles) that limit enrolment and sustained attendance.

#### Outcomes observed

*'One of the things that VAESP has supported is the PSP. PSP has been around for a long time, I think since 2015. But since VAESP began supporting PSP in 2021, we have noticed a significant change in ECCE. VAESP came in to wholeheartedly support us with the rollout of PSP. Before PSP, we didn't have anything to help parents understand that learning starts at home... now parents are closer to the school and the teachers. Now we have reached the community level with this program, talking to parents about what matters. Now the ECCE teachers don't think that they are alone... parents are encouraging their children at home, and this is impacting their learning at school' – Provincial education staff, Province 4*

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The Outcome Harvest identified **32 outcome statements** linked to IO 1.2. Of these, 18 related to parental engagement in children’s learning and wellbeing (Annex 6: IO 1.2 Parental Engagement Outcome Statements), and 14 related to enrolment through financial access and school grants (covered further under Section 3.2.1.1 ).

Positive outcomes were strongest in Province 4, where PSP was consistently credited with improving home-learning environments, child nutrition, and parent–teacher partnerships at all three schools interviewed in that province. Parents reflected on their personal journeys, with one at School M sharing,

*‘Before last year, I used to think that everything about my child’s learning was the responsibility of the teacher only. But now I come to pick my child up, and I see what they have been doing that day, and I talk to the teacher so that when we go back home, I am clear about what my child has learned and how I can keep teaching him the same thing at home.’*

Another parent highlighted how the program has become institutionalised into their school, stating, *‘When you have a child in Kindy, they say you must take part in PSP, but I think that even the mothers whose children are not coming to school should also do it. It is very effective, and it brings the teacher and the parent closer together.’*

Teachers described clear differences between children whose parents attended PSP and those who did not, with a teacher noting, *‘When a child follows a routine at home, because his parents have been to PSP, you can see that outcome.’*

Fathers also reported greater involvement in caregiving, reflecting subtle shifts in gender norms. One father at School N noted,

*‘The PSP trained us fathers... if the mother wants to sleep in late, then the father can still... get the children to school. It was a big thing for me to learn that... looking after the children is for both of us.’* A father at School O had a similar sentiment, sharing *‘I also learned that once my child was born, then my partner and I should plan for the future of our child together. It made me realise that together we could make sure that it wasn’t just hard work for the mother.’*

*Mama’s Literacy*, which VAESP directly supported, specifically targeted parent capacity building in Province 4, was only mentioned once at the provincial level as a noticeable change in the parental engagement despite the program being delivered to all three schools in that province.

Negative outcomes included **uneven participation** in the PSP across provinces where VAESP was not engaged, with low turnout in Provinces 2 and 3. In some schools, strict enforcement of school policies, such as healthy food rules, discouraged low-income families from attending. Migration and the teachers’ strike also weakened parental engagement in some areas.

However, while there were strict rules around food, parents directly recalled key messages from the program, with one parent saying,

*‘Before I attended PSP, I used to think that I had to send my child to school with lollies and biscuits. But I have learned that that doesn’t help my child. I send him with fruit or food that comes from the ground – kumala, cabbage, nuts – these are healthy things.’* Another parent shared *‘There has been a big change in my child around hygiene. She now knows how to wash her hands. She used to get sick, but I have noticed that she doesn’t get the flu or cough like she used ... and I think that is because of the healthy food.’*

Some external factors described as constraining parent engagement were non-VAESP-related at two of the 15 schools interviewed. When reflecting on student behaviour, a teacher at School D felt that student engagement in their class declined due to increased seasonal work and disrupted, inconsistent parental support for learning.

While not specifically identified as outcome statements by the expert panel, there were some notable comments related to changes in the removal of corporal punishment and greater awareness on child protection and safeguarding that was impacting student and parental engagement, which were not specifically related to VAESP IOs, instead linked to changing beliefs and practices around the guiding

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role that adults play in children's lives. Teachers shared concern that the removal of corporal punishment had made managing student behaviour more difficult.

*'When I walk in the bush, I ask [my child] what colour the leaves are, how many leaves there are. She is looking and touching things, and she is learning, so when she comes to Kindy, I have helped the teacher by helping my child learn at home.'* – **Parent, School M**

### 3.2.1.2 Teachers in targeted schools provide support to students with learning difficulties and disabilities (IO2.1)

#### What has VAESP done?

VAESP's inclusive education support began with disability training to **model inclusion schools** during Phase I. In 2020, 15 schools in Province 1 were nominated as model inclusion schools, of which six established IE committees and five completed workplans and received seed funding of VUV 30,000 each. In parallel, VAESP developed six Inclusive Education Resource Kits (20 items each), an inclusive education Instruction Guide, and an inclusive education Identification Tool, which were trialled in schools in Province 1.

The program scaled significantly in 2021, expanding to 45 model inclusion schools across Province 1 (15) and another province not covered in the harvest (30). All 30 of the latter schools received grants and continued implementing their work plans. The program completed the translation and editing of six inclusive resource training packages, including the Make Your Own Inclusive Resources Instruction Guide, Behaviour Support Plan, Parent Fact Sheet, Individual Education Plan, Inclusive Resource Kit Instruction Guide, and a Quick Reference Disability Inclusion Guide. **Training** reached 274 people: 63 trainees in Province 1 and 211 in the other province. VAESP also produced **eight videos** documenting the journeys of three schools towards inclusion. That same year, VAESP-funded semester fees for 19 teachers enrolled in the **USP Diploma in Special and Inclusive Education**, with four graduates later appointed as Provincial IE Coordinators. Provincial consultations on the Inclusive Education policy were completed in all six provinces in 2021, earlier than the narrative of IE Policy development beginning in 2023.

In 2022, VAESP delivered an **IE training-of-trainers workshop** for 41 model inclusion schools, 13 of which were in Province 1. Teachers and principals commenced piloting six IE tools. Community consultations on the IE Policy were undertaken, insights were presented to MoET, and a drafting team was established with Terms of Reference that confirmed roles and responsibilities across MoET and partner support. Drafting of three policies (Gender Equity, Child Safeguarding, and Inclusive Education) commenced. By 2023, more awareness raising was conducted, and the number of model inclusion schools rose to 45. However, the IE Policy review was postponed to 2024, but the resource book, including the IE tools, was created.

Many other actors were engaging in inclusive education, notably the GPE, which supported the posting of 28 IE teachers and provincial coordinators in 2022 across all six provinces.

In 2025, VAESP shifted its approach by embedding inclusive education within the CIP. Ten **Provincial Curriculum Improvement Officers** were coached on identifying children with learning challenges, 56 teachers were trained in diagnostic assessment across 40 CIP focus schools, and 14 schools completed diagnostic assessment baselines. VAESP also contributed to the finalisation of the **Child Safeguarding Policy** by developing Terms of Reference, supported a Gender Gap Analysis Workshop, and prepared branded materials for the MoET Inclusive Education and Training Policy launch, planned for the latter half of 2025.

#### Outcomes observed

*'In 2019, we created an inclusive education classroom, and the inclusive education teacher was supporting children with special needs and monitoring their learning. The inclusive education resource kit was very useful, and we noticed the positive change in students' learning. We had a child in the school. We thought he was blind. Thanks to the inclusive education support, we found out that he has a vision impairment, and he could only see on the side. Unfortunately, those initiatives did not continue, and the resources were lost.'*

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***‘Today, we don’t have any measure aligned with inclusive education in place anymore’  
– Principal, School A***

While there were some promising inclusive education initiatives, including awareness raising of the IE Policy and Resource Book, significant implementation gaps and sustainability challenges emerged from the 11 outcome statements linked to IE, with seven of these outcomes referring to declining or non-existent support to children with disabilities (Annex 7: IO 2.1 Inclusive Education Outcome Statements). VAESP’s contributions to MoET’s IE development showed initial promise through policy development, training provision, and resource support, but faced significant sustainability and implementation challenges. While awareness was raised and some successful individual interventions occurred, systematic implementation of IE remained limited.

In the last year, there has been more discussion around the reasonable accommodation of students with learning difficulties, which was introduced in some awareness sessions in 2024 through the launch of the CIP. While these discussions are still fresh, several schools discussed student placement in the classroom to support improved learning outcomes.

Other initiatives, including awareness raising about the IE Policy and the resource book, had significant implementation gaps. Sustainability challenges emerged from the 11 outcome statements linked to IE, suggesting that while there was an appetite for change, these were not embraced as long-lasting, implementable changes within the education system.

By the time of this Outcome Harvest, the model inclusion schools supported by VAESP had lost momentum but retained a desire to continue improving services for students with disabilities and those facing learning challenges.

In other provinces, a teacher noted that as of 2025, School I in Province 3 has no dedicated support, trained teachers, or facilities for children with disabilities, despite VAESP supporting MoET with the printing and dissemination of resource books.

Most of the VAESP-supported training utilised cascading models, meaning a small group of people at the provincial level received direct training from experts at the national level. These recipients were then tasked with training the next group of teachers, who may in turn train others, followed by limited coaching and mentoring.

In two schools in Province 1, VAESP’s inclusive education support, including resources, kits, and guidebooks, successfully raised awareness and demand for inclusive practices, but the absence of follow-up sessions left schools without the ongoing guidance needed to sustain implementation. This generated frustration and unintended negative outcomes. As one principal at School B noted:

*‘We received guidance from VAESP on inclusive education and an inclusive education guidebook. However, we did not get any follow-up sessions.... We used the knowledge shared by VAESP and the information in the guidebook. We need more guidance. Some support did not work, so we would like more guidance.’*

There are also gaps in the monitoring system that would support identifying which schools require additional guidance. While there are modules in OpenVEMIS that allow disaggregated reporting on children with disabilities, these do not seem to be known to schools. Four schools in the sample entered data in 2021, but all data entry into that module ceased in 2022.

***‘There is no support for children with disabilities in the school. Maybe there isn’t because there are no students with disabilities. Maybe if there was a demand for it there would be support from Education through the principal to provide education, because every child has the right to it. It is Education’s business to send a teacher to teach students with disability and provide a teacher and classroom. There are no classrooms catered for students with disability. We do have medical teams come in to check for eye and hearing impairments. We understand that [another school] does cater for such students..’ – Teacher, School I.***

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### 3.2.1.3 Classroom instruction is improved in VAESP-supported schools (particularly in CIP Focus Schools) (IO2.2)

#### What has VAESP done?

VAESP has had dedicated team members focused on quality education improvements since 2019, building on the previous investment (VESP I), which developed teacher guides in Bislama for Years 1-3. Under the current investment and in line with the direction of the Curriculum Development Unit (CDU), VAESP supported an extensive body of curriculum development, teacher training, and pedagogical strengthening work across the primary and lower secondary system.

**Curriculum Development and Resources:** VAESP supported the production and distribution of a substantial volume of curriculum materials across primary and lower secondary levels. In 2019, Year 5 Science textbooks, Year 5 Language and Communication readers, and Year 1 to 4 graded reading kits were distributed to all primary schools. In 2020, five Year 6 Teacher Guides in English and French were completed, 24,300 Language and Communication novels were procured for a 1:1 student ratio, 8,200 copies each of Year 6 Social Science and Mathematics textbooks were readied for distribution, and the Curriculum, Assessment and Reporting Guidelines were developed, endorsed, and printed.

In 2021, all 10 Year 7 syllabuses (five English, five French) and all 10 Year 7 teacher guides were completed and submitted for printing, with the Year 7 professional learning program prepared for MoET's rollout, supported by VAESP. Bislama dictionaries were also produced, including 14,500 copies of the Junior Primary Picture Dictionary and the Upper Primary School Dictionary in French. ECCE curriculum materials were finalised by mid-2025, with preparations underway for an ECCE policy validation workshop. English and French teacher guides for Years 1 to 3 were planned for the current investment but were deprioritised, and a review of teacher guides for Years 1 to 3 planned for 2025 could not proceed due to pending work on the Vanuatu National Curriculum Statement.

In addition to curriculum materials, VAESP supported the development of vernacular teaching materials for mother tongue instruction in Years 1 to 3. In 2020, materials were produced in five vernaculars (six dialects). In 2021, 22 participants received Bloom Book Creation Software training, and vernacular materials were completed in multiple languages across Province 4 and two additional provinces, with 48 phonics storybooks printed. In 2022, language resource kits were developed for three languages, though further development was paused until MoET confirmed the language policy. In the first half of 2025, preparations began for a vernacular workshop in Province 2.

**Teacher Training:** To support curriculum rollout, VAESP delivered large-scale teacher training. In 2019, 1,241 teachers, principals, and SIOs were trained in curriculum professional development across 390 schools. In 2020, 694 teachers participated in Year 5 and 6 curriculum professional development across 38 workshops in all provinces, including 300 women and 385 men, exceeding the target of 400. That same year, six MEOs were supported to develop their network-building skills among schools and to refine their practice for training teachers to provide a positive learning environment and experiences for their students, reaching 1,153 ECCE teachers by 2021. VAESP also supported teacher training on the ECCE teacher guides as part of the PSP, alongside practical implementation tools. Class-Based Assessment (CBA) Training-of-Trainers workshops were completed across all provinces.

In 2021, *Ademap Lanwis* (Teaching English/French as an Additional Language for Years 4 to 6) training was delivered in five provinces, exceeding targets in each. In 2022, VAESP supported Year 7 to 8 curriculum professional development, training 371 teachers, though Province 2 and some parts of Province 1 were excluded due to logistics disruptions. Additional 2022 training included 18 provincial curriculum learning facilitators trained on two modules, with 24 schools receiving provincial curriculum support; a Multilingual Classroom professional learning pilot reaching 54 teachers in Province 1 schools; and further *Ademap Lanwis* and CBA training reaching 136 teachers and provincial staff across 30 schools.

In parallel, VAESP supported a teacher qualification upgrading workstream. After initial attempts to secure accreditation from the Vanuatu Qualifications Authority for a Bachelor in Education pathway were unsuccessful in 2019, the Vanuatu Institute of Teacher Education (now School of Education) received endorsement for the Diploma component in December 2020 and became part of the National University of Vanuatu (NUV). By 2021, 123 primary teachers were enrolled in the NUV-SOE

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Diploma in Education (Primary In-Service) across all provinces, with the university dispatching support teams to assist with accessing the course on Moodle. In 2022, 95 teachers across all six provinces were trained on Moodle to support the online delivery of the Diploma. The Teacher Qualification Upgrading Policy was finalised and approved by MoET senior management that same year, alongside a draft National Teacher Development Plan.

Beyond individual teacher training, VAESP invested in strengthening provincial-level capacity for ongoing curriculum support. In 2021, Provincial Zone Networks were established, with all six provinces receiving funding and 23 of 43 zones active (53% coverage). A two-day literacy improvement workshop brought together PEOs, Provincial School Improvement Coordinators, and coaches from all provinces to share successful practices. Provincial literacy grants were provided to Provincial Education Offices in 2024 to support locally led literacy strategies.

**Assessment, Monitoring, and Emerging Evidence:** Alongside training, VAESP-supported assessment and monitoring systems that would ultimately inform the shift in approach. VAESP supported VANSTA administration throughout the program, with participation in Years 4, 6, and 8 increasing by over 20% in 2019. In 2021, the VANSTA assessment was delivered in schools, data collected and analysed, and a national report drafted and approved by MoET. In 2022, VAESP supported the training of 166 principals in VANSTA data analysis across three provinces. In 2025, VANSTA test administration, printing, and consultation were completed in preparation for the August 2025 assessment.

In 2022, VAESP supported efforts to harmonise CBA tasks with ARTTLe, training 67 principals across three provinces.

VAESP also supported broader curriculum monitoring. The Curriculum Implementation Monitoring Study (CIMS) was completed in 2021, with data collection and analysis finalised, and a draft report prepared. The CIMS findings highlighted persistent gaps in teacher support, indicating that cascade training and resource distribution alone were insufficient to shift classroom practice at scale. This evidence, combined with lessons from provincial zone networks and literacy grant implementation, pointed to the need for a more sustained, school-based approach to improving teaching quality.

**The Curriculum Improvement Program:** Building on this evidence base, CDU developed and launched the CIP in 2024. The CIP represents MoET's flagship strategy for improving literacy and numeracy, developed through three years of research<sup>10</sup> and designed to address the gap between training inputs and classroom practice.

The CIP approach centres on three interconnected elements: conducting periodic student diagnostic assessments, demonstration and coaching of high-impact teaching strategies, and establishing Professional Learning Communities (PLCs). PLCs operate on the principle that improved student learning depends on continuous, job-embedded learning for educators. They provide a structure for teachers to work collaboratively to strengthen classroom practice in ways that improve outcomes for students, teachers, and schools, meeting consistently to support teacher and leader collaboration and continuously improve the quality of teaching and learning (Sharratt, 2018).

### Outcomes observed

*'We say teachers finish at 5.30pm, but realistically teachers sometimes go home at 6.30 or after 7pm. With the first curriculum, where they had a purpose book and the scheme together with the teacher's guide, and they would just look at activities and prepare them and write them into an exercise book ready to carry out the next day. But with the new curriculum, it is a double burden for the teacher. The teacher finishes work at school, and then goes home, and there are also the responsibilities at home.'* – **Teacher, School I**

Classroom pedagogy and curriculum support emerged as the IOs with the highest concentration of outcome statements. They were reported across all 15 schools, with 70 outcome statements recorded regardless of contributions and sentiments - more than twice as many as the next largest thematic

<sup>10</sup> CIMS, CMS & the Teacher Development Multi-Year Study Series

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areas, reflecting the scale of VAESP's investment (Annex 8: IO 2.2 Classroom Instruction Outcome Statements). Of the 70 outcomes linked to curriculum and pedagogical practices, 14 were specifically connected to the CIP, all of which were positive except for one. The remaining 53 outcomes were related to broader VAESP and non-VAESP related sectoral actions. Of these non-CIP-related outcomes, VAESP contributed to 44 of the noted changes either directly or indirectly.

Seventeen changes related to teacher training, teaching resources, and materials were recorded across 10 of 15 schools interviewed (C, D, E, J, L, N, O, F, G, and I), as well as across three of the four provincial offices interviewed. In addition, seven schools (O, N, M, G, H, E, and A) reported significant improvements in the availability of classroom supplies, such as stationery, classroom furniture, photocopiers, and some basic teaching technology, all of which are rural schools. ICT training for teachers was also identified as a key enabler of curriculum delivery, helping staff use online resources and adapt lessons to local contexts, as evidenced across four schools and one provincial office.

Examining the areas of tension more closely, the language of instruction and the teacher guides emerged as a contentious topic. There were 17 outcome statements spread across all 15 schools and two of the four provincial offices, and all were either directly or indirectly linked to VAESP work, given the program's role in developing the teacher guides and *Ademap Lanwis*. Frustrations were raised about the usability of the year 1 and 3 teacher guides, as the versions distributed were in Bislama, rather than in English and French, which teachers were previously accustomed to using.

In **francophone schools** (G, J, K, and L), teachers linked challenges in French literacy across primary and junior secondary years to confusion over language policy implementation. While the 2012 MoET Language Policy<sup>11</sup> states that curriculum documents and teacher guidelines should be provided in both French and English, in practice, MoET produced a single set of guides in Bislama for cost and practicality reasons, which may have been in response to the 2020 National Language Policy being applied across all ministries. This gap between policy and practice was compounded by varying communications over time, leaving teachers uncertain about expectations and how to implement the curriculum in their language of instruction. VAESP had planned to support translation of materials into French in 2023, but faced challenges securing dedicated staff time, and subsequent government announcements on language of instruction created further uncertainty about the direction of policy implementation.

Nine outcome statements related to curriculum, pedagogy, and teacher training referred to broader systemic actions, showing mixed progress, pointing to systemic gaps undermining teaching quality across seven of the 15 schools and two of the four Provincial Education Offices interviewed (Annex 8). The phase-out of the Vanuatu Literacy Education Project (VANLEP), limited follow-up on curriculum reforms, and frequent policy and resource changes left teachers unable to embed new practices, while the prolonged strike, leadership instability, and policies like 'no repetition' eroded teacher capacity, classroom management, and student behaviour

The CIP approach has quickly emerged as the most positively regarded intervention, with explicit mention of the CIP approach at nine of the 15 schools interviewed, noting that 14 out of 15 schools interviewed are receiving VAESP and CDU support and are designated as a 'CIP focus school' (Schools B, C, D, E, F, G, H, I, J, K, L, M, N, O). All outcome statements related to the CIP approach were positive, with teachers, principals, parents, and provincial officers highlighting tangible early-stage improvements in literacy, numeracy, and teaching practice.

Reflecting on what was not working in previous VAESP and MoET teacher support models, and the reasons for the CIP, was a better alternative to the cascading training model, a provincial officer in Province 2 shared:

***'We assume it's okay to deliver trainings and that the person you train will go and deliver what you have trained them just as how you expected. Teachers have to master the skills gained from the trainings and it's not just about a 'one one'***

<sup>11</sup> [Ministry of Education Vanuatu National Language Policy](#)

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*training. I agree, there are teacher's guides and teachers are also browsing the internet since level of understanding and technology has increased but, coaching and mentoring must be considered to ensure skills are practices are mastered especially if we are addressing literacy and numeracy challenges. There are best practices that so often are piloted and then could not be completed due to funding challenges and or human resources. The government is talking about decentralisation and this approach to monitoring and continue doing better in these approaches are decentralisation.'*

The modelling and coaching functions within the newly established PCIO position were described as a welcome change to fill gaps in teacher support and oversight left by the scaling back of the Education Advisers and other provincial positions. At the classroom level, teachers described how structured practices such as morning routines, peer marking, reading scales, and targeted feedback helped students improve their speaking, comprehension, and reading fluency – specifically in classes at Schools B, D, F, H, J, K, L and M. The CIP also equipped teachers with new diagnostic tools and data walls, enabling early identification of learning gaps and more tailored support for non-readers. Principals noted that these tools have the potential to fill a gap in fostering teacher collaboration and accountability. There was also early evidence of PLCs being driven by principals at each focus school.

Scalability was also evident, with a provincial staff in Province 1 noting that schools outside the 40 focus schools were adapting morning routine methods. However, provincial officers cautioned that without consistent oversight and coaching, the gains risk plateauing, echoing lessons from earlier initiatives across the education sector.

Nonetheless, the prevailing sentiment is that the CIP represents a turning point for literacy and numeracy in Vanuatu, with strong ownership from both MoET and schools and visible early results in classroom practice and student learning.

*'CIP is now running and it's a great program. I like it. I support it 1000%, not 100% but 1000%. It will lift back up Literacy and Numeracy. I hope that CIP will continue despite any government changes. CIP makes the teacher check the progress of individual students, and helps us determine where the weakness lies in the learning progress of the student; whether it is with the student or with the teacher. CIP will help identify the level of each single student, so that the teacher can address issues to find a solution e.g. If the child cannot read, what to do, if the child cannot count what to do, if the child cannot decipher syllables in what to do, how much time to give the child...And consecutive teachers will have data on the progress of the child. And with CIP, I as a principal will have an obligation to check the work of the teacher. It is one of the best programs that Australia has funded. It provides materials that are needed for education.'* – **Principal, School J.**

### 3.2.1.4 Improved school and provincial-based leadership and management in targeted schools (instructional leadership) (IO3.4)

#### What has VAESP done?

School leadership was split between the two domains of pedagogy and school administration, with pedagogical elements focused on **instructional leadership**, where school leaders use structured conversations to help teachers reflect on and improve their teaching practice.

VAESP's support for instructional leadership has evolved over the course of the program. Early foundations were laid through the **Vanuatu Harmonised Standards**, which were led and funded by UNICEF through the development of the Minimum Quality Standards (MQS), with VAESP providing technical assistance to the consultation process. The harmonised standards include instructional leadership as a component of principal performance expectations. VAESP then took the lead on downstream training, supporting principal appraisals against these standards, which included assessing how principals observe, support, and guide teaching practice in their schools. Zone

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network grants in 2020 provided an early mechanism, supporting phonics instruction demonstrations in Francophone and Anglophone schools in one province not covered in the harvest.

However, instructional leadership has received exceptional attention through the CIP approach, which positions the principal as the instructional leader who drives the professional learning community. In 2025, instructional leadership training was delivered to 40 principals and deputy principals in CIP focus schools across all six provinces, and **Growth Coaching International**<sup>12</sup> training was delivered to 21 participants (8 PCIOs and 13 MoET staff). The coaching approach supports school leaders and educators in reflecting on the quality of interactions and relationships within their schools, both between individuals and within groups. It uses coaching conversations to positively impact relationships and help others move towards their goals, feel more hopeful, and ultimately exert greater influence on their situation. It aimed to lay the foundation for coaching approaches to be used in school-based PLCs.

### Outcomes observed

*‘Starting in June 2025, the school has started the CIP. The CIP supports learning methods for children to improve their learning and literacy. The program has been introduced thanks to the support of provincial education and MoET. The school started to work on identifying the gaps to be addressed’ – Parent, School D.*

Five outcome statements were related to instructional leadership, while the remaining 20 referred to administrative school leadership and teacher management (Annex 9: IO 3.4 Instructional Leadership Outcome Statements). School leaders at four of the 14 CIP-focused schools interviewed demonstrated an enhanced ability to observe, coach and improve classroom instruction. However, implementation varied based on access to training, school context and exposure to courses made available through the CIP’s coaching approach for principals during the awareness phases in 2024 and in early 2025.

At the provincial level, structural reforms under CIP mean that the PCIOs will play a key, consistent role in monitoring classroom practice. While their role was not specifically on overseeing classroom pedagogy, provincial leaders stressed that the absence of School Improvement Officer (SIO) and Zone Curriculum Advisers (ZCA) positions has weakened accountability, reduced school-level follow-up, and undermined school organisation and standards, thus making the PCIO role ever more essential.

Taken together, the outcomes show that while targeted leadership training and CIP-funded positions are cultivating a stronger base for instructional leadership, the broader restructuring of MoET has created gaps in school oversight that risk limiting the sustainability of gains.

*‘Now I conduct observations of their teaching. I talk to them. I make sure they’ve got all the resources that they need... First, it is for the students. Then it is for the teachers. Then it is for all of the admin and OV and all those other things.’ – Principal, School N.*

### 3.2.2 School Administrative Outcomes

**IO1.1:** School preparedness and response to emergencies are enhanced, and disruption to learning is minimised

**IO3.2:** Targeted schools and classrooms are constructed/improved according to the Infrastructure Policy Implementation Plan

**IO 3.3:** Improved planning and financial transparency / Improved risk mitigation and accountability mechanisms

<sup>12</sup> Growth Coaching International is a global organisation that builds educators’ capability and confidence through coaching and professional learning <https://www.growthcoaching.com.au/>

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### IO3.4: Improved school and provincial-based leadership and management in targeted schools (administrative leadership)

Stories reflecting changes in school management and provincial leadership practices were notably featured across the harvested outcomes. These changes spanned various aspects of school management, such as school grants, budgeting, and communication with parents. Many principals described increased access to resources as a result of the school grants, more strategic budget planning, and improved reporting. In several cases, leadership shifts were attributed to VAESP/MoET-supported leadership training, principal induction programs, or technical support from PEOs.

A summary of outcomes topics and by IOs is presented below.

- Preparedness measures
- Continuity of learning
- Impacts of disasters
- Increased enrolment
- Urban overcrowding
- System-level outcomes
- School-level outcomes
- Quality of incoming data
- Locally led small-scale infrastructure
- Planning
- Financial management
- Fiscal responsibility in crisis
- Personal leadership shifts
- Gender-inclusive leadership
- Principal appraisal, standards and SBM support
- People management challenges

While the removal of ZCA and SIO was referenced multiple times, schools also acknowledged training and support from specific roles within the provincial office focused on administrative capacity building. Repeated communication between the provincial office and schools on financial management reinforced a culture of accountability.

However, variability in leadership capacity beyond administrative management was also noted. In some schools, progress was limited by a lack of confidence, gaps in supervision (notably the removal of the ZCA and SIOs), accountability, staff turnover, and insufficient delegation of duties. These findings suggest that while foundational leadership practices have improved in many schools, sustained progress in financial, people, and operational management will require ongoing coaching, clear roles, and efficient systems to manage staff mobility and continuity.

#### 3.2.2.1 School preparedness and response to emergencies are enhanced, and disruption to learning is minimised (IO1.1)

##### What has VAESP done?

DFAT has provided support to MoET following disasters to rebuild damaged schools, most recently funding nearly **90% of donor-funded recovery projects** through direct funding arrangements with MoET. The program itself maintained an Emergency Response Fund throughout its life, available for use in response to tropical cyclones, ashfall, earthquakes, or pandemics.

Until 2025, VAESP's disaster-related activities were primarily reactive communications and technical support to MoET. In 2020, the COVID-19 pandemic and Tropical Cyclone Harold forced the program into emergency response mode for most of the first half of the year, reducing the effective implementation period for the 2020 Annual Plan to approximately seven months. VAESP supported MoET's emergency response through the development and implementation of the **COVID-19**

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**Contingency Plan**, the **Homskul Givhan radio program** to support home schooling, a school **community grants communication campaign** (with materials in Bislama, English, and French) and a toll-free number for all Digicel and Vodafone users. The program supported an impact analysis of TC Harold's effects on schools in affected provinces and posted a dedicated IT officer to MoET's IT Unit to strengthen surge capacity. Subsequently, three small satellite dish systems (VSAT) were procured and installed in selected provinces to ensure ongoing communications even during disasters.

DFAT also provided direct funding to schools through the **Vanuatu Australia School Community Grant (VASC)**, a stimulus package designed to support school communities in responding to the impacts of COVID-19 and TC Harold. The grants aimed to help schools address needs identified in their School Improvement Plans while providing an economic boost to local communities by encouraging the use of local resources. VAESP supported MoET with the VASC communications campaign, developing posters in three languages (Bislama, English, and French), distributing them to schools, and promoting the grants through press conferences, press releases, radio, social media, and SMS.

In 2022, VAESP delivered **emergency communications training** to key MoET Communications staff to strengthen their skills and capacity for emergency preparedness. This was complemented by work on ICT disaster recovery planning: the **OV Disaster Recovery Plan** was written with a proposed architecture for automatic switchover to an alternative data centre; the plan was subsequently revised in 2024, and accessible digital copies of OV backups were completed. MoET's 2023 study on the impact of COVID-19 estimated that an additional 4% of children failed to meet VANSTA minimum standards due to the pandemic, with TC Harold causing a further 1% decline — underscoring the importance of a rapid response to protect learning continuity.

VAESP became more directly involved in disaster preparedness and recovery through program expansions in early 2025, following the December 2024 Port Vila earthquake. The program established an **assessment team** and supported rapid response, completing **damage assessments** delivered within two weeks of the earthquake. Technical support was provided for 60 classrooms or buildings, with all assessed schools receiving engineering advice. VAESP prioritised the recruitment of a **full-time national structural engineer, and two additional procurement officers funded by DFAT**, to provide support to the Asset and Infrastructure Unit in response to and recovery from disasters.

The **communications response** to the earthquake encompassed more than 10 press releases and 20 articles targeting social media and radio coverage for earthquake recovery. VAESP also supported a broader disaster preparedness communications campaign, as well as mental health and psychosocial support communications, including 6 social media posts and 1 press release. MoET led the development of a school-based Disaster Risk Reduction handbook, with educational resource products to be disseminated with support from VAESP in the latter half of the year.

### Outcomes observed

Overall, the harvest found limited but emerging improvements in school disaster preparedness, with infrastructure investments made through the school grants contributing specifically to enhanced resilience at School L (see below). Compared to other IOs, however, systematic progress in this area remains less evident despite Vanuatu being one of the most disaster-prone countries in the region and after living through the consequences of recent natural disasters such as the COVID-19 pandemic from 2020-2022, the 2020 TC Harold, twin TC Judy and Kevin in 2023 and the December 2024 earthquake.

A total of seven outcomes showed change related to school preparedness and response (Annex 10: IO 1.1 Disaster Preparedness and Response Outcome Statements). Preparedness actions that would enable schools to recover more quickly after a disaster were not explicitly clear but did appear to some degree at three of the schools. VAESP directly supported positive changes at School H and indirectly at Schools L and M. In contrast, gaps in disaster-related support were associated with delayed infrastructure rebuilding in response to School C. Two outcomes were unrelated to VAESP: a positive change at School A and a negative one at School B.

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An unexpected positive outcome of digital literacy initiatives was improved continuity of learning. Following VAESP-supported ICT training in 2023, the deputy principal at School H — drawing also on a personal interest in IT — implemented stronger disaster preparedness and recovery procedures for school IT systems, safeguarding computers and network infrastructure before, during, and after disasters. This outcome directly traces to VAESP's sustained investment in ICT capacity-building for school leaders, delivered through MoET's IT Unit.

At School L, multiple preparedness strategies were introduced — from home-learning package systems and internet-enabled classrooms to water tanks and cyclone shutters — enabling the school to maintain operations during cyclone warnings, water cuts, and closures, with rapid maintenance responses ensuring minimal disruption to learning. These were both unintended positive outcomes that emerged from Google Classroom and ICT maintenance training delivered directly by VAESP in two provinces. They also connect indirectly to multiple VAESP contribution streams: the home-learning packages built on VAESP's support for MoET's *Homskul Givhan* program and homeschool packages developed during the COVID-19 and TC Harold response in 2020; internet-enabled classrooms align with VAESP's ICT in Schools work, including the internet connectivity survey and VSAT installations in Provincial Education Offices; and physical resilience improvements, such as water tanks and cyclone shutters, were likely funded through the VASCG, which VAESP designed to give schools direct funding for priorities identified in their School Improvement Plans.

At School M, improved access to school grant funding has ensured a consistent budget for teaching resources and enabled timely cyclone repairs, preventing disruption to learning. Teachers can now produce and print assessment materials as needed, supporting continuous assessment practices. This outcome links indirectly to VAESP's SBM training, delivered to principals across all provinces, which strengthened school leaders' skills in budgeting, financial management, and strategic planning.

Delayed infrastructure recovery projects, such as those discussed at School C, were further explored with the expert panel and implementation coordinators. Panel members expanded on this finding, describing a historical delay in releasing tenders for large-scale infrastructure projects, which meant that rebuilding after disasters was taking longer to have an impact at the school level.

### 3.2.2.2 Parents & caregivers are motivated to enrol their children in school (enrolment and school grants) (IO 1.2)

#### What has VAESP done?

The **national school grants and tuition subsidies** are the primary enrolment methods utilised by MoET to increase access to education, which are funded primarily through the national budget and support from the Australian Government through the DFA. Australia's contribution through direct funding arrangements was modest in 2019 and 2020, representing less than 5% of MoET's grant expenditure. Still, the VASCG dramatically increased this in 2021 and 2022, when the Australian contribution rose to roughly half of MoET's own grant expenditure. By 2023, DFAT's contribution had returned to around 5%, though it spiked again to 20% in 2024 before returning to an estimated 6% in 2025. As described in previous sections, the grants supported school operations so that students could continue to enrol in and access schools, particularly during a period of hardship caused by the pandemic. VAESP supported the communications campaign for the grant mechanism.

VAESP also supported training on the management and governance of school grants, including financial support for provincial and school-based training on their use, as well as the production and development of the **school financial management manual**. VAESP also contributed to monitoring and reporting on grant utilisation, including a research assessment of the impact of COVID-19 on education and case studies documenting how schools used VASCG to improve access, quality and management, particularly during a challenging period when the pandemic severely disrupted household incomes.

VAESP also supported MoET with the communications and **awareness campaigns** to promote school grants, enrolment, and the importance of education. This effort grew substantially over the course of the program. In 2021, VAESP provided support to develop the Ministry's communications strategy plans on the grants and subsequent campaigns; in 2022, outputs included 2,000 annual calendars, fact sheet posters, a back-to-school campaign, over 50 social media posts, over 25 press

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releases, and speech writing and emergency communications training for key MoET staff. This type of support was given consistently over 2023-2025 to build MoET's capacity to sustain these efforts independently.

### Outcomes observed

*‘Through the dedication of VAESP and its partners including MoET. The trainings are important so that the administration staff know the requirements before release of grants and how to manage the grants within their schools. If parents are only paying small portion of their children fees, then they can save money to enable their children to continue education at tertiary level where the grant is not supporting.’*

**– Principal, School G.**

Of the 32 outcomes related to parent motivation for enrolment, 14 outcomes specifically related to enrolment and school grants – excluding motivation through the PSP – were indirectly linked to VAESP, given its supporting role to MoET in training on budgeting using school grants (Annex 11: IO 1.2 Enrolment Outcome Statements).

Across provinces, schools have reported significant increases in enrolment since 2019, often linked to the ongoing support provided through school grants (first introduced in 2010), population growth, and perceptions of higher-quality education in urban centres. Enrolment changes were explicitly noted at eight schools – Schools A, D, E, I, L, M and O – while School C noted changes but described them as urban overcrowding. These findings were corroborated by the provincial offices in Province 2, 3 and 4. School grants were consistently credited with reducing financial barriers, improving resources, and explicitly motivating families to send children to school in four of the 15 schools interviewed – Schools E, I, O and M.

These trends were verified in OpenVEMIS, which showed enrolment growth at all interviewed schools, though with variation. Schools M and O, both located in the same province, experienced enrolment declines of around 8–20% between 2021 and 2023, before recovering, with overall growth of approximately 12% and 9%, respectively, over the 2021-2025 period. Provincial-level ECE data for the same province showed the highest growth of any province between 2023 and 2024 at over 15%. It is unclear whether increased enrolment is directly attributable to school grants or reflects natural population growth, though grants were identified as an enabling factor for increased access.

However, enrolment growth has also created pressure on specific urban schools. Three of the six urban schools interviewed (Schools C, I, and L) reported that rising enrolment negatively affected learning by resulting in untenable class sizes. OV data confirmed sustained growth at Schools C and I, which grew by 16% and 17% respectively between 2021 and 2025, with School D also growing by 23% after an initial dip in 2022. In contrast, Schools J, K and L showed flat or declining enrolment, suggesting that School L's reported overcrowding may reflect inadequate infrastructure capacity rather than enrolment growth alone.

While school grants are intended to support school operations and reduce reliance on school fees, OV data showed that in 2024, 14 of the 15 schools spent more per student than their per-student grant allocation, with the gap ranging from near zero to over VUV 32,000 per student. This indicates that most schools continue to rely on school fees and other community contributions to meet operating costs, despite the policy intent that grants would reduce financial barriers to access. Schools C, I, and L faced particular pressure as they attempted to fund both infrastructure expansion and classroom resourcing. While this resourcing gap was not directly or indirectly linked to VAESP's involvement, VAESP is supporting the development and operationalisation of capital works plans for each province, thereby reducing pressure on schools to divert grants or charge fees to address overcrowding. However, this has not yet materialised in results. The implications of grant adequacy for financial management and compliance are discussed further under IO 3.3.

*‘High enrolment is an indication that more children are coming to school than before because before there were challenges with school fee. Now with the school grant, the policy gives every child the right to come to school...the more kids that come, we are*

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*trying to squeeze them in... If the government doesn't build new schools, in 5 years time we will be facing a hard time... performance drops, teacher stress, teacher doesn't come to school, teacher doesn't feel fit but doesn't come to school, and teachers feel like giving up. I hear these complaints every day.'* – **Deputy Principal, School C.**

### 3.2.2.3 Improved data reliability, access and usage at all levels and improved data-driven planning and decision-making (IO 3.1)

#### What has VAESP done?

VAESP's work on data and information systems spanned several interconnected streams: strengthening OpenVEMIS (OV), the national education management information system; building the Statistical Digest and education factsheets for evidence-based planning; developing the teacher register system; increasing digital literacy among MoET staff, principals, and teachers; and supporting ICT policy and infrastructure across schools and provincial offices.

**OpenVEMIS Development and Data Quality:** Much of VAESP's work on data reliability was centred at the national level, continually supporting MoET's additions to OpenVEMIS. From 2021, VAESP invested in building the technical capacity of MoET's IT Unit developers, delivering training in HTML, CSS, and JavaScript within OV to the four-person development team, followed by hands-on practical sessions in 2022. This capacity building supported the development of new OV modules in 2022, including VANSTA, WASH in Schools, Internet in Schools, and an upgraded Finance module.

At the school level, these developments enabled e-administration through OV, allowing schools and MoET to record student attendance, teacher statistics, teacher-student ratios, and the number of classrooms per school to support informed decisions on resource allocation and planning. In the same year, VAESP supported MoET to deliver **OV data entry training** to 168 newly appointed principals across all six provinces, working with the IT Unit and TSC to embed OV training into the **principal induction process**. Earlier provincial training had reached 12 participants in three provinces (Province 4 included). **OV training** was delivered to 20 schools in Province 2 and 3, including refresher training for provincial education officers.

By 2023, VAESP supported MoET in exploring alternatives to update OV, which led the Global Partnership for Education (GPE) to grant MoET resources to modernise the system. The first integration with the Civil Registry was completed, and schools were entering enrolment data into OV. A first draft of the OV policy was reviewed, defining how OV would be used and reinforcing its application across the Ministry; by mid-2025, the policy was ready for Ministry and stakeholder consultation, with launching planned for the latter half of the year.

**Teacher Register System:** Work on the teacher register system began in 2021 with a desk review, requirement analysis, and consultations with the Teaching Service Commission (TSC) to review teacher registration processes. A policy mapping exercise reviewed all TSC policies, and the framework design commenced. By 2022, VAESP supported MoET with research indicating that a significant share of teachers were not registered in the system, were housed in OV, and were managed by the TSC, with payroll data captured across several locations, leading to inconsistent data. VAESP reviewed the design of the TSC's OV module for the teacher registry, provided recommendations, and developed a proposed roadmap for development to commence in 2023. However, progress was limited in 2023, with documents reviewed, but the full database remaining unfinished. The Teacher Payslip Notification System was integrated into OV in 2025; however, it had not been widely introduced at the time of this harvest.

**Statistical Digest and Education Factsheets:** VAESP supported MoET's Policy and Planning Unit to produce the Education Statistical Digest and provincial education factsheets as a recurring activity from 2021 onwards. National and provincial Key Education Indicators Factsheets were developed in English and French and distributed to the provinces in 2021. The Education Statistical Digest for 2020–21 was completed and approved by the Ministry. Progress was uneven over the following years: the 2022 Statistical Digest was completed but not uploaded to government systems, while the 2022 digest was still awaiting approval by the end of 2023. In 2024, the 2023 Digest Basic Tables and factsheets were produced and disseminated virtually, though the full digest remained pending. By the time of this harvest, neither the 2023 nor the 2024 Digest tables were publicly available.

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A significant advance came in 2025, when VAESP supported the automation of the Statistical Digest using R Studio, a free platform for data analysis automation. The 2023 and 2024 digests were completed using this approach, and the 2025 digest was fully automated and expected to be disseminated by the third quarter. Six MoET staff (one woman, five men) were trained on R Studio, and 40 of the target 80 statistical analysis modules had been built with MoET by mid-year.

**Digital Literacy, ICT Policy, and Infrastructure:** VAESP has supported efforts to increase digital literacy among teachers, principals, and MoET staff since 2021. Initial efforts focused on MoET central staff — 16 staff received MS Outlook training in 2021, along with 54 newly appointed principals, while 84 school principals attended in Province 3. MoET and VAESP developed six user guides, including three video-conferencing manuals (Teams, Zoom, TrueConf), and set up video conferencing in one province. In 2022, digital literacy training was delivered to 67 central MoET staff (24 females, 43 males) and provincial staff in three provinces (including Province 3 and 4), with ICT training for principals on government email and video conferencing tools.

Training expanded to schools from 2024, with 34 of the target 50 schools receiving digital literacy training in Province 2. In 2025, VAESP worked with MoET to provide foundational computer skills training followed by more advanced training on Google Classroom and Workspace to 10 CIP schools in Province 1, strengthening the capacity of 10 Provincial Curriculum Implementation Officers and teachers at 14 schools.

In some schools, this was further supported with internet connectivity and system hardware. VAESP supported the installation of three VSAT systems in selected Provincial Education Offices in 2023, with MoET purchasing and installing similar systems in the remaining provinces. By mid-2025, high-speed internet connections had been completed or upgraded at over five schools. VAESP also supported MoET's successful application for system-wide free access to Google for Education, giving MoET the capacity to create thousands of email accounts at no cost, and a CDU website was created, providing easy access to all curriculum resources.

In 2025, MoET, with VAESP support, reviewed, updated, and launched the ICT policy, updated the OpenVEMIS Policy, and drafted an ICT Policy Implementation Plan, which is now under review. The MoET website was also reviewed and updated, though government network security issues prevented its publication despite 421 pages being updated.

### Outcomes observed

*'I increased my knowledge as the provincial finance person after the financial management training that was delivered here in the province. I then used these increased skills and knowledge to support school bursar and school finance staff. The manual was rolled out starting in 2023 which enabled the finance systems within the schools to work well and supported finance staff to know what to do.'* – **Provincial Staff, Province 2**

A total of 12 outcomes were linked to data reliability, access and usage, all of which VAESP was directly or indirectly linked to (Annex 12: IO 3.1 Data Reliability Outcome Statements). There was a notable difference in how data was used: schools focused on data input and connectivity, while provinces focused on receiving data. Both levels spoke less about analysis or the meaning of the data. Newer initiatives, such as the introduction of Google Classroom/Workspace and computer and digital literacy, produced only positive outcomes, enabling improved asset management and student record-keeping at two schools.

Provincial staff in Provinces 2, 3, and 4 highlighted major gains in receiving data on school financial and administrative reporting via OpenVEMIS, with monthly submissions replacing annual or quarterly reporting, more transparent grant use and improved oversight. However, some of these changes were knock-on effects of support that predated the current investment. Consistent reinforcement of OpenVEMIS use through consecutive training sessions, such as financial reporting training and school grant enrolment entries integrated into school leadership training, has reinforced its continued use. The system has also contributed to the development of digital skills among school and provincial education staff.

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Verification in OV confirmed near universal adoption of core administrative modules across the sampled schools. All but one school (School A) had approved finance reports, School Strategic Plans, audit reports, and enrolment data, and all schools had active school councils captured in OV. This suggests that OV modules tied to core administrative and grant requirements have become embedded in school practice. ECCE reporting was also largely complete in the sample, although all three schools in Province 4 had not submitted ECCE reports, suggesting a provincial-level gap rather than a system-wide issue. However, the adoption of other modules remained limited. Attendance data was entered by only a small number of schools, inconsistently across years, and the majority of schools showed no attendance data at any level from 2021 to 2025. This pattern supports the finding that while OV has strengthened financial, enrolment, and strategic planning reporting, familiarity with and use of its broader functionality remains uneven.

The expert panel also raised concerns that, while OpenVEMIS is an excellent platform for reaching a large number of teachers, there are concerns about the accuracy of the data entered, the data processing flows to the national level for verification, and the lack of quick analysis capabilities for incoming data.

*‘The Ministry trained us — registration using OV, management, the new curriculum. OV is good, and they’re strict on deadlines. But at the ministerial level, some data isn’t updated. Some teachers here aren’t registered with the TSC, and that delay is on their side, not ours...It is hard for them to track teachers’ postings because they lack proper data. It is a failure on their behalf because it is their responsibility...I am not sure if this is the MoET or the TSC but someone is not being responsible.’ – Principal, School L*

### 3.2.2.4 Targeted schools & classrooms are constructed/ improved according to the Infrastructure Policy Implementation Plan (IO 3.2)

#### What has VAESP done?

VAESP has not directly constructed or rebuilt schools. Its role has been to support MoET's planning and standards capacity, ensuring that infrastructure decisions, whether funded by MoET, DFAT through the DFA, or other partners, are guided by consistent technical standards and evidence.

In 2022, VAESP supported the drafting of the Vanuatu **Primary School Infrastructure Guidelines**, incorporating inputs from UNICEF, the Vanuatu Society for People with Disability, and the Vanuatu National Building Code. VAESP also contracted architectural and engineering specialists to complete infrastructure designs for primary schools in Provinces 3 and 4, and commenced drafting the Asset Master Plan. In 2023, the Infrastructure Guidelines were finalised and approved by MoET, translated into French, and launched at the second Provincial Primary School Infrastructure Workshop. The **Asset Master Plan** was also completed, providing an infrastructure assessment report that quantified the investment needed to upgrade all primary schools to comply with the guidelines and to meet five-year demographic projections. Following TCs Judy and Kevin in 2023, VAESP undertook a rapid infrastructure review of 10 schools to model cyclone impact on schools and adjust the Asset Master Plan modelling. The Infrastructure Guidelines were also reviewed to align them with regional construction standards for cyclone and earthquake resilience.

In 2024, VAESP supported MoET in translating this planning work into budget and policy frameworks. This included supporting MoET with a Long-Term Budget Implementation Planning and Asset Master Plan Policy workshop in February, assisting MoET and the Ministry of Finance and Economic Management with a Medium-Term Expenditure Framework (MTEF) planning meeting in March, and facilitating the completion of the New Policy Proposal budget form for submission to the Government Smart Stream system as part of the MTEF for School Infrastructure from 2025 to 2029 (details in IO 3.3). This planning and standards work has enabled the development of provincial capital works plans and a national costed plan for expanding school infrastructure, as well as the Primary School Infrastructure Policy and the **2025 Asset Register Policy**.

Where schools have received funding for infrastructure improvements, this has primarily come through other channels. DFAT funded the majority of donor-funded recovery projects through the DFA with MoET. After the 2023 twin cyclones, the Australian Defence Force repaired 19 classrooms in an

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area that had not been visited during the harvest. VAESP supported MoET in producing a report on the DFA and, in 2023, analysed school grant utilisation, which found that average school expenditure rose by 33% following the VASCG, with particularly notable increases in development expenditure (138%) and operations and maintenance (54%).

By mid- 2025, VAESP provided additional support to the Asset and Infrastructure Unit by recruiting a **full-time structural engineer** to support the growing number of infrastructure projects led by MoET.

### Outcomes observed

*‘VAESP supported the school grant initiative. A great example is School F’s kindergarten and was built through the school grant. School latrines are also constructed and changed settings from pit latrines to flush toilets for those schools with running water. Those without running water now use VIP toilets. The Parents Support Program from also contributed to this change and behaviour in the communities.’ – Provincial education staff, Province 2*

All 13 outcomes linked to infrastructure were indirectly supported by VAESP and the DFA between DFAT and MoET (which VAESP supports the administration of through technical advice and training), with only one negative case identified. Twelve outcomes from 15 schools occurred at the school level and one at the provincial level (Annex 13: IO 3.2 Infrastructure Outcome Statements).

Across nearly all schools, the introduction and use of school grants have been the main driver of locally led, locally responsive small-scale infrastructure improvements, rather than large-scale capital works. Specifically, 10 of the 15 urban and rural schools reported leading their own school infrastructure improvements through the school grant, mirroring the findings from the 2023 analysis of VASCG uses. Principals, teachers, and parents described how grant funds enabled classroom construction, repairs, and upgrades, directly improving access to learning environments and resources.

- **Expanded facilities and resources:** Schools B, E, F, H, M, and O reported building or expanding classrooms, furnishing schools, or improving access to printed materials. School O’s investment in solar power improved printing and lighting, while School M used grants to fund resources and temporary staff, making education more accessible during crises.
- **Improved learning conditions and safety:** At School L, upgrades included cyclone repairs, gender-segregated toilets, a new library, and an administration office, improving both learning conditions and student safety. School C added ramps to improve accessibility for students with disabilities.
- **Strategic planning:** At School A, the principal applied training to align infrastructure budgeting with school needs.:

The schools' improvements were shown to moderators to verify the upgrades, but it was challenging to verify how they were funded in OV. OV financial data was available for all 15 schools. However, expenditure is not disaggregated by category, so it was not possible to verify which specific improvements were funded through grants versus other sources. A more detailed analysis of school-level financial management and grant utilisation is presented under IO 3.3. Triangulation between quotes from provincial offices and schools, and within the school staff, was relied on.

*‘There were no ceilings previously in the classrooms and it was always hot so it disturbed student learning but then with the assistance, classrooms were renovated and had ceilings’ – Principal, School E.*

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### 3.2.2.5 Improved planning & financial transparency. Improved risk mitigation & accountability mechanisms (IO 3.3)

#### What has VAESP done?

VAESP's support to MoET's planning, financial management, and accountability spanned school-level capacity building, national-level policy and manual development, and governance and oversight mechanisms.

**School-Level Financial Management and Procurement:** VAESP supported MoET in developing the School Financial Management Manual from 2021 onward, including train-the-trainer materials and learning modules. A review of finance officer competencies was completed as the first stage of a Financial Management Capacity Assessment. In 2023, MoET, with VAESP support, co-delivered financial management training to 506 school principals and provincial finance officers in three provinces, including Province 1 and 3, significantly exceeding the original target.

VAESP also supported the School Procurement Policy and Manual from 2021. The manual was completed in 2022, but Senior Management approval was delayed. Following revisions in 2023, including revised thresholds to increase schools' control over procurement, the guideline was approved in 2024 and submitted for translation in 2025.

**National-Level Financial Policies, Budgeting, and Audit:** VAESP supported budget alignment with the Corporate Plan and technical assistance on budget submissions. The MoET Financial Management Manual was submitted to the Senior Management Team for approval in 2024. VAESP supported the establishment of MoET's Risk and Audit Committee from 2021, aligning audit charters with the new Public Finance and Economic Management Regulations. By 2024, all Committee members had been appointed, and in 2025, the Annual Audit Plan was updated to include two Risk Audits and a revised Audit Manual and Charter were submitted for approval.

VAESP supported MoET on the MTEF in consultation with the Ministry of Finance and Economic Management. The MTEF was completed and submitted for review in 2024, and in 2025, provincial capital works plans were incorporated into the MTEF as part of the budget submission.

**Planning and Corporate Plan Support:** VAESP supported MoET's school-level planning processes from 2019, when 22 SIOs were trained on School Strategic Plans. At the national level, the Corporate Plan was finalised in December 2021, and in 2022, planning, monitoring, and reporting training reached 68 provincial staff across all six provinces. In 2023, all six provinces were supported in developing business plans, and the Joint Sector Review Aid Memoir was delivered. In 2025, a Corporate Plan baseline tool was collaboratively developed with all MoET units, though the teacher employment dispute delayed piloting.

**Other Policy Support:** VAESP supported the implementation of the Harmonised Standards (formerly MQS), with the Principal's Manual and SIO Manual finalised in 2019. In 2022, a baseline survey was piloted, and in 2023, it was extended to Province 4, though planned expansion to other provinces was postponed.

A Research Policy Guideline was completed in 2021, with awareness training delivered to 30 stakeholders in 2022. The Education Authority and School Registration Policy reached 80% completion in 2024, with a draft ready for consultation by mid-2025.

#### Outcomes observed

*'Thanks to VAESP, principals now get support in leadership and management. This was previously not available for principals who would often transit into the role of principal with a teaching background only. This has brought in a lot of changes. Now they have received a lot of help in financial management and they understand their roles and responsibilities better as finance managers and as leaders. They can now make plans. In the past it was very hard for them to make a budget and spend according to the grant received' – Provincial education staff, Province 3.*

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Nineteen outcome statements were identified under this IO, with the majority (16) being positive. VAESP and MoET directly contributed to nine positive outcomes and indirectly supported seven other changes (Annex 14: IO 3.3 Financial Planning and Risk Management Outcome Statements). The outcomes achieved under IO 3.3 point to clear progress in how schools and provincial offices plan and manage resources and ensure financial accountability but also highlight risks of diversion or uneven application of grants.

Three of the 15 schools interviewed and one of the four provincial offices mentioned changes in planning, particularly the use of the standard MoET School Strategic Plan to align school priorities and budgets in two of four schools in Province 1 and two of four schools in Province 2.

There were 10 changes in financial management at the school level affecting seven of the 15 schools and three of the four provincial offices interviewed. Notably, during the verification process, it was challenging to verify specific school-level spending categories. Further interviews with implementation staff and experts revealed that adherence to spending rules remains an issue. Thus, findings could only be framed as improvements in understanding and practices but could not confirm compliance with national regulations.

Despite this limitation, verification in OpenVEMIS showed that all except one of the 15 schools had had their recent finance reports and school audits approved. This indicates that, in 2025, financial reporting among the sample was strong. OV data also confirmed that all schools, except one that was still making submissions and seeking approvals, had approved School Strategic Plans and audit reports. All schools also had councils. This suggests that the financial management and planning frameworks supported by MoET and VAESP are being applied consistently across the sample. Additionally, three of the four provincial offices mentioned improved decentralisation in the management of funds.

However, as discussed under IO 1.2, OV data showed that 14 of 15 schools spent well above their per-student grant allocation, indicating reliance on school fees and other income to meet operating costs. While the adequacy of grant funding is beyond the scope of financial management improvements, it does put pressure on schools' ability to comply with spending guidelines, particularly when competing demands, such as infrastructure and staffing shortfalls, require funds to be redirected from their intended purpose.

Beyond planning and finance, schools also highlighted the use of grants and leadership flexibility to maintain continuity during crises such as the teachers' strike, an approach that VAESP financial advisers encouraged throughout the development of the policies. Schools C, G, L and O all used the school grants to pay for helper teachers to cover staff shortages during the strike. However, the prolonged strike diverted grant funds to pay replacement teachers, limiting resources for maintenance and classroom improvements.

*'I didn't school in finance... I attended a secretarial course for three months and got a certificate, then applied for the vacancy. When I started, I knew about secretary work but not finance. The principal trained me, and then I attended Provincial Education workshops in 2021 and 2022 on school finance and Open VEMIS. That's how I learned. It was hard to buy stationery or pay staff. We had to get a bus and go to provincial education. After the training, I cleared finance issues from 2019 and 2020. Now we hold the chequebook, and the signers are here in the village — it's easy to get things done... Now we must give a report. It was never like this before. In every meeting, we report on money. The parents were so happy - it made me feel good.'*

**– Bursar, School A.**

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### 3.2.2.6 Improved school and provincial-based leadership and management in targeted schools (administrative leadership) (IO 3.4)

#### What has VAESP done?

VAESP supported several distinct school leadership activities over the years, including accredited certificate training, resource support for principals, network development for education leaders, and support for the application of appraisals.

**School Leadership & Management:** VAESP commenced accredited leadership training in 2019, when 19 principals and MoET managers (6 females) began the Australia Pacific Training Coalition (APTC) Certificate IV in Leadership and Management. In 2020, 73 school leaders were trained through APTC and the Pacific Theological College (PTC) Diploma, exceeding the target of 65. By 2021, 42 of 45 enrolled school leaders had completed their modules, with a low attrition rate of 7%. A further 60 principals commenced training in 2022, with 32 PTC graduates (mostly from Province 3) completing the program. In 2023, 42 out of 57 school leaders graduated from another province not covered in the harvest. Results continued to fall short in 2024, with only 14 school leaders graduating against the same target. In 2025, the School Leaders Certificate Training program was paused for evaluation, though 44 leaders graduated from Provinces 2 and 4 during this period.

In parallel, VAESP developed the **Operational Guidelines for School Principals handbook** in English and French, completed in December 2020, and rolled out training on it across all provinces in 2021. A total of 373 principals and 73 MoET officers participated in handbook training. Newly appointed principals received induction training each year: 54 in 2021 (100% of newly appointed principals across all provinces), 35 in 2022, and 5 in 2023. By 2023, many schools across the country had developed **School Strategic Plans** with support from MoET and VAESP. However, induction and appraisal rates declined, with only 36% of newly appointed principals inducted and appraised in 2024 against a target of 100%.

Principal appraisals were linked to the **Vanuatu Harmonised Standards**. MoET developed the standards with UNICEF leading and funding the harmonisation process, while VAESP contributed technical assistance to the consultation and subsequently led the training of school leaders and SIOs on how to apply the standards through School Improvement Plans and appraisals. The standards set expectations for school leaders across both administrative and instructional dimensions.

In 2025, VAESP supported the MoET SBM Unit in updating and refining the School Leaders Survey protocol, which the Director of Education Services approved. By mid-2025, 35 of 88 principals had been appraised through SBM across five provinces, with 40% of TSC-appointed principals in Province 1 completing appraisals. Administrative leadership skills support was also delivered to 18 principals in Province 4 and 2.

VAESP also supported a partner schools strategy, approved in 2019, with a pilot training delivered to SIOs and principals in one province. In 2020, zone network grants supported phonics instruction demonstrations in Francophone and Anglophone schools across two zones in that province.

**Women's Leadership:** The Provincial Women in Education Leadership Network (PWELN) was established progressively from 2019. In that year, the Terms of Reference for Women in Leadership were developed, a consultation was held, both a Women in Leadership Network Committee and a Women in Education Leadership Committee were appointed, and Gender Analysis training was delivered. In 2020, provincial networks were established in Province 3 (32 principals, representing 76% of female principals) and Province 4 (12 principals, 100% of female principals), with gender analysis training delivered in both provinces; in Province 1, the PEO led a Gender Analysis workshop for 12 male principals.

By 2021, network meetings were encouraged across all six provinces, reaching 159 women. Committees were officially established in five provinces in 2022 (all four provinces from the harvest included), with five women elected to committee positions. Each provincial committee developed three-year work plans, and a total of 149 females participated in training. In 2023, a workshop was delivered to 30 participants in Province 1. In 2024, 9 male and 78 female participants received professional development training to support PWELN.

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**Provincial Coordination & Devolution:** VAESP invested in strengthening provincial education coordination through SIO training and PEO capacity building. In 2020, 10 participants (6 SIOs, 4 PEOs) were trained in December. In 2021, SIO training was completed across provinces (all four from the harvest provinces were included), and School Inspectors were trained in four provinces (three out of four included in the harvest), with one MEO also trained in Province 1. In 2022, a provincial survey was conducted, with results from five provinces presented to the SBM PEO and shared with VAESP and PEO Education Services; discussions on the design of the Provincial Financial Capacity Assessment for 2023 followed.

In 2023, two capacity-building workshops were delivered to all six provincial PEOs, covering education outcomes, strategies to improve School Strategic Plans, and education data analysis. In 2024, Provincial Education Officers and education authorities again attended two capacity-building workshops (April and October). By 2025, strengthening provincial coordination and support for MoET Directors in planning and management had not yet commenced.

### Outcomes observed

*'We had 12 who graduated from the APTC Leadership Training this year. The ones who graduated are some of our most outstanding principals. The training has helped them perform their duties. They are more independent. We now monitor them to see how the training is making an impact... They are not relying on us as much as they did before.'*  
**– Provincial education staff, Province 4**

Five of the outcomes related to instructional leadership, while the remaining 20 outcomes were related to administrative leadership, which was reported under the domain of school administration (Annex 15: IO 3.4 Administrative Leadership Outcome Statements). Overall, the evidence suggests that administrative leadership capacity has grown significantly where structured training, peer networks and practical management tools are in place. However, these gains are vulnerable to broader systemic weaknesses, including inconsistent recruitment, inadequate support structures, and external disruptions such as teacher employment disputes, which led to the national teachers' strike.

VAESP indirectly contributed to significant changes, such as at School K, where a new principal restructured her role to focus on leadership, delegating teaching and redistributing responsibilities after attending a Principal's Conference, which VAESP supported with funding. Of the 20 leadership changes noted, seven referred to personal leadership growth among principals who received additional leadership training and support in six of the 15 schools interviewed.

Two changes in gender-inclusive leadership were recorded, one of which VAESP directly contributed to. The PWELN included training support to school staff and leaders at seven of the 15 schools interviewed, including Schools A, D, H, K, M, N and O. Gender-inclusive leadership was not a prominent discussion point. However, it did emerge at School L. The principal at School L spoke enthusiastically about the PWLEN, and while they did not attend themselves, they shared that

*'Also trainings on leadership, women's leadership. I sent our deputy principal to that one because she is a woman. She has changed after that training. Our culture sometime makes women uncomfortable but she can now speak up. It has built her up. She is now confident and more competent. It has removed some cultural barriers that have held her back. Her work performance used to be around 40%. Now she is performing almost up to her full potential. Almost a 100%.'*

There were four changes noted relating to principal appraisals, principal standards and other work conducted by the SBM unit, two in Province 1, which VAESP closely supported and one in Province 3, as well as a change not related to VAESP work in Province 3.

In Province 1, the certificate-level Leadership and Management Training introduced by MoET, SBM, and VAESP in 2024–25 equipped participants with practical skills in planning, budgeting, project management, and ethical leadership. Graduates, including the Deputy Provincial Education Office, applied their learning to secure over one million vatu in funding for solar panels for schools. Strengthened oversight and harmonisation of standards were also reported. In Province 1, demand-

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led SBM training enhanced the school council's understanding of their roles and responsibilities. At the same time, the standardisation of School Strategic Plans (SSPs) has become a central feature of school planning and budgeting.

However, systemic issues remain. The introduction of principal appraisal processes represents an important step towards accountability, as earlier approaches tended to emphasise compliance in a pass-fail format. This has created risks in a system with a limited pool of trained principals, where the focus needs to be not only on holding leaders accountable but also on helping them improve their performance. The evidence highlights the importance of harmonising appraisal and support systems across the country, while embedding a growth-oriented approach that enables principals to strengthen their performance and thrive in their roles.

Questions also remain on the effectiveness of training programs, with a school leader at School C commenting, *'It's like with policies — they print and distribute them but never sit down to explain how to act out the policy. Just giving out the policy and expecting people to read it. That's not right. Teachers — do they have time to read this policy?'*

Expert panel members described the cascading model as a system where those trained by others, rather than by the original source, may not reproduce the intended results. As one member explained, *'you plant seeds for an apple and you expect an apple to grow, but instead an orange grows.'*

Eight changes were documented that related to people management, with 46% of the sampled principals and education leaders describing challenges. The only positive change linked to people management was recorded at the provincial level in Province 3, which was directly linked to the CIP (Annex 15). The education office in Province 3 commended the establishment of the PCIO role, supported by VAESP for providing a regular salary and structured feedback to teachers.

The remaining documented challenges highlighted gaps in school oversight, difficulties in managing teachers during the teachers' strike, challenges in delegation and team building, and concerns about teacher workload. These reflections revealed a core tension: while access to programs and attention from national partners is high, so too are staff fatigue, inconsistent implementation and growing ambiguity about how these initiatives are meant to align or improve classroom outcomes.

*'Also trainings on leadership, women's leadership. I sent our deputy principal to that one because she is a woman. She has changed after that training. Our culture sometimes makes women uncomfortable, but she can now speak up. It has built her up. She is now confident and more competent. It has removed some cultural barriers that have held her back. Her work performance used to be around 40. Now she is performing almost up to her full potential. Almost a 100%.' – Principal, School L*

## 4 Analysis

The Outcome Harvest findings provide an in-depth analysis of where VAESP-supported changes are taking hold strongly, where progress is emerging but fragile, and where sustained joint effort will be needed to consolidate gains. The analysis focuses on understanding the contribution and effectiveness of VAESP's support to the education sector, delivered in partnership with and through MoET systems and structures. **It is not intended as an assessment of MoET's overall performance or the full scope of MoET-led activities.** This section analyses the results against the four key evaluation criteria used in Table 4 – effectiveness, efficiency, impact, and sustainability – drawing on evidence and experiences captured in Section 3.

### 4.1 Effectiveness: Where Change Is Most Evident

Overall, VAESP support to MoET was effective in achieving intended results, especially in school management, financial governance, small-scale infrastructure, and data use, but was only partially effective in pedagogy and limited in IE. Across the sample, rural schools reported a higher proportion of positive outcomes (71%) than urban schools (50%), and anglophone schools reported a higher proportion (67%) than francophone schools (56%). These patterns are explored below.

Overall, VAESP support to MoET has been **highly effective**, pairing funding with systems, oversight, and coaching (grants, OpenVEMIS, leadership training). These gains were observed across both language streams and in rural and urban contexts, suggesting that system-strengthening approaches translate well across all school settings. It has been **partially effective** in shifting classroom practice, noting that previous practices were associated with cascading approaches and were heavily focused on resources, and that there is now an intentional shift towards coaching and mentoring in teaching strategies and the utilisation of existing MoET curriculum resources in CIP focus schools. However, gaps in support and translation in scenarios where teachers require resources in a preferred language are limiting wider uptake, particularly in francophone schools where teachers chose to or preferred translate Bislama materials into French, a burden not faced by anglophone counterparts (reasons unclear). It has been **less effective** in IE, where outcomes remain limited across all school types, pointing to systemic gaps in resourcing, training, and follow-up rather than context-specific barriers. On balance, VAESP support to MoET is judged **effective overall against OECD-DAC criteria**, with targeted areas for improvement in pedagogy scale-up and IE.

Where there was direct and indirect contribution, the evidence shows high effectiveness in school management and systems (IOs 3.1–3.4):

- **Leadership (IO 3.4):** All VAESP-linked outcomes were positive, with principals reporting gains in confidence and provincial officers noting visible improvements in school leadership.
- **Financial management (IO 3.3):** 94% positive, with stronger planning and transparency improving trust.
- **Infrastructure (IO 3.2):** 92% positive, with grants enabling schools to deliver water, solar, and fencing solutions. Rural schools more frequently reported positive infrastructure outcomes, often leveraging community labour contributions.
- **Data systems (IO 3.1):** 83% positive, with OpenVEMIS embedded in grant compliance, resulting in more reliable reporting.
- **Disaster preparedness (IO 1.1):** 80% positive, where schools had more control over learning continuity and quick response to preparedness needs through small-scale infrastructure improvements that enhanced preparedness and recovery.
- **CIP (IO 2.2):** 100% positive changes in changing the cultural shift of teaching practices across all CIP schools in the sample (14) (See below).

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**Moderate effectiveness in pedagogy (IO 2.2):** 64% positive. The CIP showed early promise, especially where coaching and diagnostics were sustained. However, curriculum resources previously produced in Bislama and language policy confusion undermined effectiveness at scale. Francophone schools reported proportionally more challenges related to language instruction, reflecting the additional translation burden teachers face when adapting Bislama guides for French-medium classrooms. Teachers consistently requested more follow-up and mentoring, rather than additional materials.

**Low effectiveness in inclusive education (IO 2.1):** Only 25% positive outcomes. Initiatives lacked continuity and follow-up, with schools reporting lost resources and minimal progress for children with disabilities. These challenges were reported across both rural and urban contexts, and across both language streams, suggesting systemic barriers rather than context-specific gaps.

**Understanding Effectiveness and Real Needs**

Given the mixed sentiment of outcome statements regarding curriculum resources and in-classroom implementation of guides and the renewed focus on teacher support in classrooms, further analysis in NVivo of all transcripts was conducted to see how educators were experiencing the curriculum versus coaching and mentoring to provide a clearer picture of where the barriers were in implementing curriculum resources (Table 10).

**Table 10: Feedback on curriculum resources, teacher training and support**

<b>Institution</b>	<b>Resources Request Count</b>	<b>Training/Support Request Count</b>	<b>Dominant Need</b>	<b>Main Request</b>
<b>School A</b>	0	1	Training, coaching, mentoring	Need language training: 'But no training on language, we just do it ourselves'; Struggling with a mixed language approach.
<b>School B</b>	1	3	Training, coaching, mentoring	Need all teachers trained on curriculum changes: 'Only a few teachers have been trained...all the teachers should be trained'; Want feedback mechanisms.
<b>School C</b>	1	6	Training, coaching, mentoring	Refresher courses urgently needed: 'I haven't seen refresher courses for teachers on education resources'; Need phonics training; Want monitoring/follow-up after training.
<b>School D</b>	1	2	Training, coaching, mentoring	Need complete curriculum training: 'We have received some training, but we did not get all the resources'; Want classroom management training without corporal punishment.
<b>School E</b>	1	3	Training, coaching, mentoring	Want VANLET program back and need better implementation support: 'Maybe it's time we stopped and really focused on just helping the curriculum to make it better.'
<b>School F</b>	1	2	Training, coaching, mentoring	Want refresher training: 'There was a refresher which I forgot when it happened'; Need ongoing support for untrained teachers; Guide translation takes too much time.

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Institution	Resources Request Count	Training/Support Request Count	Dominant Need	Main Request
School G	1	2	Training, coaching, mentoring	Want proper workshops, not just information sharing: 'more like a storian but not a workshop where they will show us how to do it'; Need guides translated to French.
School H	1	1	Training, coaching, mentoring	Need support for transition teaching from Bislama to English in Class 4
School I	3	1	Resources	Missing activity books for English/Maths: 'There are no activity books for English and Maths'; Teachers working until 6:30-7 pm, creating all activities from scratch.
School J	2	2	Both	No student or exercise books: 'there is no activity book, there is no reading book for the student.' Need growth coaching support.
School K	1	3	Training, coaching, mentoring	Don't understand how to use the guide despite training: 'I attended this training...but I still don't understand how to teach by this guide.' Need resources for 10 learning centres.
School L	2	2	Both	Need French translations: 'If they have specialists who can translate all of the work'; Want complete workshops with follow-ups.
School M	1	0	Resources	Struggling with translation while teaching: 'When I am teaching and translating as I go, sometimes I get mixed up.'
School N	0	1	Training, coaching, mentoring	Referenced the need for ongoing training support in curriculum implementation.
School O	1	2	Training, coaching, mentoring	Need French teaching support: 'I didn't go to a French school, so I'm going to find this very hard'; Need stationery and materials.

Across schools and provinces, the pattern is clear: of the 15 schools sampled, 10 teacher groups explicitly stated the need for training and support in the current context. At the same time, two indicated the need for more resources. Two schools mentioned their need for support and resources. Teachers consistently asked for more follow-up support, refresher training, workshops, and school visits. They say that one-off workshops are insufficient, training often lacks follow-up monitoring, and they want someone to come back and check on their teaching, as reported by Schools B, C, J, L, and Provincial Offices 1–4. Provincial staff also emphasised that coaching is essential to ensure that teachers master the curriculum.

However, teachers did say the new guides are detailed and helpful in theory. Still, they are difficult to use in practice, especially when teacher guides are only in Bislama and teachers in francophone schools preferred for resources to be in French (reflective of their language of instruction used in their schools across all years), according to Schools G, K and L. Teachers from Schools B, C. and J

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complained that resources are incomplete, misaligned, or even missing or damaged. Teachers at School O said they now had ‘plenty of material,’ but still felt unprepared to use it. Teachers explicitly requested translation support, particularly in Schools K, L, and G, or noted that the guides themselves were useful but still insufficient without mentoring.

### Understanding Effective Approaches through Behaviour Change Models

The pattern of effectiveness observed across VAESP-supported interventions aligns with the **COM-B model of behaviour change** (Michie, Atkins, & West, 2014); (Verdonschot, 2024). COM-B identifies three essential ingredients for behaviour change: First, capability, meaning knowledge and skills related to the behaviour. Second, opportunity, meaning the facilities, equipment or resources required to apply that knowledge. Third, motivation, meaning the incentives, rules and intention to sustain the behaviour.

Where VAESP supported all three elements together, change was more pronounced and consistent. For example, training and follow-up support strengthened capability, school grants and resources created opportunity, and OpenVEMIS reporting with ongoing support reinforced motivation. Where one or more elements were missing, effectiveness was limited.

By contrast, earlier approaches to curriculum support and inclusive education support often provided resources without the accompanying capability-building or motivational reinforcement. Teachers received guides but not sustained coaching; IE resources were distributed, but specialist positions at the province or school were not renewed or replaced (given that teachers are often rotated and deployed elsewhere). Without all three ingredients, behaviour change did not occur or did not persist.

The CIP represents a deliberate shift towards the application of COM-B principles in pedagogy. CIP pairs diagnostic assessments and easy-to-adopt, high-impact teaching strategies (Capability) with classroom resources and data walls (Opportunity) and embeds these within PLCs and provincial coaching structures that provide ongoing feedback and peer accountability (Motivation). Early evidence from CIP focus schools suggests that this integrated approach is beginning to shift classroom practice in ways that one-off training and resource distribution alone could not.

## 4.2 Efficiency: Making Best Use of Resources, and Where Alignment Matters

Overall, program efficiency was highest when interventions aligned resources, expertise and ongoing support. It was lowest when systemic human resource constraints or weak follow-up reduced the value of investments.

Efficiency varied by context. Rural schools leveraged community support to maximise the value of grants, while urban schools faced competing demands from rapid enrolment growth. Francophone schools incurred additional efficiency costs due to the time required to translate teacher guides, a burden not faced by anglophone schools. VAESP support to MoET was **moderately efficient overall**, with a range of spending per student of AUD 29 -164.

In less remote provinces, spending ranged between AUD 29 and AUD 40 per student, with broad reach through grants, leadership training, and curriculum support in Provinces 1-3. In Province 4, however, spending was four times higher, reflecting geographic isolation and smaller enrolments. Importantly, efficiency must be understood from both an economic and social perspective, as VAESP deliberately accepted higher per-student costs in remote provinces to ensure equitable access to education. While less cost-efficient on paper, this aligns with VAESP’s equity principle that children in remote provinces should not be excluded simply because they are more expensive to reach. VAESP demonstrated good cost efficiency in larger provinces and made a justified equity trade-off in higher-cost provinces.

Efficiency was further enhanced through using technology, such as Google Workspace and OpenVEMIS, which reduced administrative burdens and streamlined reporting. However, efficiency was undermined when cascading training models lacked institutionalised follow-up support, such as when Bislama curriculum resources created heavy translation costs for francophone schools that

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preferred their resources in French, and when schools used grant funds to cover temporary teacher salaries during industrial action, diverting resources from their intended purpose.

Persistent inefficiencies remain in affordably scaling class-based support, expanding language resource support at scale and managing the over-reliance on cascading models. Overall, cascading models were not an efficient use of resources, as they often did not sustain impact.

However, VAESP demonstrated program efficiency through two main support pathways to MoET. First, direct engagement with MoET at the national and provincial levels simultaneously strengthened coordination and delivery, thereby increasing the likelihood of institutionalisation. Second, supporting schools to lead their own means of acquisition and resource support enabled greater efficiencies - the school grant mechanism channelled funds directly to schools from MoET. In contrast, VAESP supported knowledgeable MoET units to ensure adequate guidance on the use of school grants was communicated. This enabled rapid, locally relevant improvements, reducing reliance on the Asset and Infrastructure Unit to procure items that schools could manage themselves. Rural schools, in particular, demonstrated efficiency gains through community labour, stretching grant funds further for infrastructure and classroom supplies.

Urban schools reported proportionally greater resource strain linked to enrolment pressures, suggesting that efficiency gains were harder to sustain in high-growth settings. In several cases, grants were redirected to address classroom space and additional staffing needs rather than learning resources and teaching materials. Future resource allocation for urban schools will require careful planning. For example, greater emphasis on supporting students' access to online platforms such as Bloom's Library may help expand book access in urban areas.

### 4.3 Sustainability: How likely are net benefits to continue

VAESP has laid the foundations for sustainability through institutionalised systems. However, not all VAESP-supported institutions are on track to achieve lasting sustainability. Some are likely to persist while others remain fragile and at risk of failure (Table 11). Sustainability prospects also vary by context. Rural schools demonstrated stronger community ownership and support structures. In contrast, urban schools face pressure from rapid enrolment growth and more fluid school populations, where students come from diverse neighbourhoods that may not share common cultural ties, language or a clearly defined chief system. Across urban and rural locations, Francophone schools bear additional sustainability risks where resources require ongoing translation.

**Table 11: Sustainability assessment of VAESP-supported interventions**

Area of Action	Likely to Persist	Fragile	At Risk
<b>Parent Support (PSP, Mama's Literacy)</b>	The Provincial Education Office in Province 4 has assumed ownership of the PSP program's administration, and cascading support will likely continue to some degree. However, it is still in its early stages of implementation. An additional few years of targeted support and recruitment of local partners could bolster quality, reach, and impact.	PSP seems to be province dependent on success; PSP has demonstrated behaviour change in some communities, but to sustain change parents would be better supported through their child's education journey with continued parent engagement investments beyond ECCE; Mama's Literacy boosted parent confidence, which was piloted but there is a lack of evidence on effectiveness likely due to limitations of the Outcome Harvest and the remote location of some Mama's Literacy participants.	Both programs are donor-driven, have limited coverage, and are owned by the national ECCE unit. Budget allocations are limited, so the national reach is at risk: only VAESP supports one province, and some donor partner programs are ending. <b>Likely to falter if the teachers' strike continues.</b>

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Area of Action	Likely to Persist	Fragile	At Risk
<p><b>Inclusive Education (model schools, IE Policy, awareness)</b></p>	<p>The IE Policy and Resource Book now exist and is acknowledged by provincial offices.</p>	<p>Initial awareness and policy acceptance have been met with frustration due to limited access to quality training and dependence on very few people.</p>	<p>Resource boxes and focal teachers were not sustained; IE teachers, funded by Save the Children, were not retained nationally. Therefore, coaching and mentoring should be embedded in daily practice across other education roles. No provincial role clarity on who leads or implements.</p> <p><b>Likely to falter if the teachers' strike continues.</b></p>
<p><b>Curriculum &amp; Pedagogy (teacher guides, Ademap Lanwis, class-based assessments, Google Classroom, ECCE guides)</b></p>	<p>Teacher guides, language policy integration and assessments are institutionalised via CDU.</p>	<p>CIP routines and literacy monitoring in focus schools are showing early adoption, contingent on continued support for the PCIOs and wider hub-and-spoke support with other provincial education roles.</p>	<p>Frequent changes without follow-up; translation burden for francophone schools who prefer resources in French; tech uptake limited by infrastructure. Consistent use of teacher guides is unlikely to be sustained, as teachers are already adapting guides to their own documents.</p> <p><b>Likely to falter if the teachers' strike continues.</b></p>
<p><b>School Leadership (instructional leadership, PLCs, coaching, CIP leadership role)</b></p>	<p>Accredited leadership training, as delivered by APTC, PTC, and GCI, builds durable skills, although scaling this model could be difficult. Thus, the skills may persist among those trained if they are surrounded by good leadership above them, and opportunities to grow in career pathways continue. A national scholarships framework already caters for an array of scholarship options that could be incorporated if budget allocations continue to be made.</p>	<p>PLCs and coaching approaches in CIP schools show promise but depend on continued facilitation during these early implementation stages, particularly to ensure the establishment and institutionalisation of PLCs.</p>	<p>Cascade training is ineffective; siloed leadership networks create inefficiencies and clear calls to action.</p> <p><b>Likely to falter if the teachers' strike continues.</b></p>

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Area of Action	Likely to Persist	Fragile	At Risk
<b>Disaster Preparedness &amp; Infrastructure Resilience</b>	National policies (Primary School Infrastructure Policy, Asset Master Plan, capital works plans, Asset Register Policy) are in place to address long-term plans.	Early signs of resilience are emerging in some locations. Engineering expertise within the MoET Facilities Unit has been strengthened through VAESP support. However, the support is in its early stages, and outcomes are not likely to be seen for another year. Multi-year budget commitments to address the capital works plan have been made but not yet confirmed. Appropriations depend on Parliament's decisions, leaving the capital works plan vulnerable.	Limited school-level preparedness; infrastructure works are underfunded; high dependence on external financing, and future budget allocations may be affected if the timely completion of contracting and capital works cannot be demonstrated.
<b>School Grants (enrolment, access, governance, awareness campaigns)</b>	Grants are embedded in MoET policy, co-financed through the national budget and additional support from the DFA as a core mechanism for increased access. Reinforcement of spending rules from the provincial office, along with feedback on required fixes, is underway.	Provincial training and financial manuals enhance governance but require regular refreshers, and compliance limitations indicate that training alone is not a sustainable solution.	Grants are minimally reliant on donor funds, and there is a risk of underfunding if the fiscal allocation narrows or the school grant increases and the current allocation is not enough to accommodate the increase.
<b>Data Systems (OpenVEMIS, teacher registration, Google Classroom, digital literacy)</b>	The foundation to collect information has been led by and institutionalised at MoET and provincial levels. It has been firmly established and is highly likely to persist, although MoET may not be able to maintain the budget to annually update the OV with new system requirements. The potential for data-driven decision-making has been established.	The adoption of digital literacy and Google Classroom is growing but remains uneven due to the limited number of provinces supported in the last two years. Demand is evident. Continued use of data depends on making the analysis quick and user-friendly with specific disaggregation levels.	Connectivity issues will be challenging to address nationally for government schools; support for schools on budgeting for recurrent internet costs in school grants and on negotiating a national school rate for services like Starlink will increase the likelihood of scale-up.
<b>Financial Management (manuals, training, finance policy, procurement policy, MTEF, audit committee)</b>	Finance policy, manuals, risk & audit structures embedded nationally.	Provincial and school-level capacity is improving but needs continuous support.	Capacity vulnerable if training lapses; reliance on donor TA for MTEF and costing.

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Given the operating context, particularly the large-scale industrial action, projects are showing promise but remain dependent on continued support and participation from beneficiaries, such as teachers and principals.

The accredited leadership training from APTC, PTC and GCI has built durable skills among principals and provincial officers. However, for continued progress, there is a need for ongoing professional pathways to sustain momentum and scalability, including the delivery of principal induction and continued professional development at scale. Current scholarship systems and awards to new recipients require external support and must be considered in national budgets to ensure the pathway remains open.

PSP has demonstrated behaviour change in some communities and worked well in all VAESP-supported schools in the sample. However, uptake varies across schools and provinces. Parental engagement challenges were reported more frequently in urban schools, where seasonal labour migration and urbanisation disrupt consistent family involvement. Sustaining PSP gains may therefore require approaches tailored to location and context.

Gains in literacy and pedagogy through CIP are visible. However, previous investments in teacher guides are undermined by cascading training and ongoing confusion about language policy. Teachers remain uncertain about which language they should teach in, which language resources should be provided in and how to integrate the mother tongue as a tool for language understanding, depending on the school context and their level of understanding. Francophone schools face a compounding sustainability risk: without ongoing translation support, the time burden on teachers is unlikely to diminish, and curriculum gains remain fragile. Continued operation amid ambiguity about whether and how to apply the MoET National language policies is not sustainable and has reached a tipping point. Similarly, sustained change demonstrated by teachers in the classroom and any investment in teacher training are likely to fail if trained teachers, supported by VAESP activities, drop out of the education system for a prolonged period. The teachers' strike continues to undermine stability, which is eroding school-level progress.

IE support, once introduced, has largely lapsed when specialist posts were not renewed, and the PCIO position could face a similar fate if not addressed in national budget allocations now. IE challenges were reported across all school types (rural and urban, anglophone and francophone), indicating systemic gaps that require national-level commitment or collaboration with established national systems (example Ministry of Health/Ministry of Justice and Community Services Medical Disability Register and community-based service provider knowledge), paired with provincial consultation to identify locally available service providers and realistic implementation pathways. There is also a need to clarify the role of teachers in identification. Without specialised training, teachers are not equipped to diagnose disabilities, and expectations should be recalibrated to focus on flagging and referral rather than assessment. This approach depends on having clear referral pathways and accessible specialist services.

### Behaviour change and sustainability

The **COM-B framework** also helps explain why some interventions are likely to sustain while others remain fragile. School grants, leadership training, and OpenVEMIS represent interventions where all three ingredients are now embedded in MoET systems - principals have the capability, schools have the opportunity through reliable funding, and digital reporting creates ongoing motivation through accountability. By contrast, fragile gains in IE and previous efforts in supporting improved pedagogy reflect incomplete coverage: teachers may have received initial training (Capability), but without sustained coaching (reinforcing Capability), adequate resources that can be sustained (Opportunity), or feedback mechanisms (Motivation), behaviour change dissipates.

The school grant mechanism, although still partially supported by external donors, is embedded in MoET operations, providing schools with a reliable source of funds for enrolment and basic resourcing. Rural schools demonstrated particular resilience in grant utilisation, with community labour contributions stretching funds further - a pattern that may prove more sustainable than urban settings where enrolment pressures strain resources. Similarly, OpenVEMIS and digital finance reporting are now mainstreamed into government systems. These areas are likely to persist provided that government financing gradually replaces donor support and maintains operational budgets.

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### Bridging silos through partnering

A critical lesson from VAESP is that technical inputs alone, such as curriculum guides, school grants, and data systems, are insufficient for long-term change unless accompanied by strong partnerships that cut across silos and create shared ownership not only by MoET but also at the provincial level, the school and with students, parents and caregivers. The Partnership Brokers Association, a non-profit international body that facilitates multi-stakeholder collaborations, highlights that partnerships are necessary because today's challenges are 'complex, interconnected and unpredictable' and cannot be solved by single entities working in isolation (Partnership Brokers Association, 2019).

The sustainability of VAESP-supported reforms depends less on the provision of additional stand-alone technical advice and more on how technical expertise is combined with locally embedded knowledge and relationships to support MoET. Evidence from the Outcome Harvest suggests that reforms are more likely to endure when support is delivered by individuals or teams who combine technical competence with a deep understanding of Vanuatu's political economy, institutional incentives and relational dynamics. Such partnership approaches help align reforms with local priorities, build leadership capability, and embed ownership within the system. Partnership literature reinforces this approach. Accredited and seasoned partnership brokers, such as Ros Tennyson, argue that effective partnerships rebalance decision-making by strengthening local leadership and embedding capacity, thereby creating the conditions for outcomes to endure beyond donor cycles (Tennyson, 2016). Similarly, Baggaley (2021) frames partnership brokers as 'tempered radicals' who work within systems to change them, often by leveraging alliances, negotiating cultural norms and empowering others to take ownership.

Evidence from the harvest suggests that where partnerships were strong and collaborative, changes had greater durability; where they were fragmented or transactional, reforms risked fading once external support reduced, such as funding a provincial position externally without buy-in to absorb a position. Partnership brokering through skilled facilitation of trust, power-sharing, and joint problem-solving has the potential to embed reforms by reducing duplication, as seen in the PSP with UNICEF and the GPE, while also aligning inclusion initiatives and supporting MoET in presenting a coherent case to Parliament for continued or scaled-up budgets.

This points not only to a future role for internal partnership brokering and coalition-building within MoET and across provinces, but also to the importance of aligning development partners to pool resources, reduce duplication, and ensure the continuity of reforms. The sustainability of changes supported by VAESP hinges on moving from transactional compacts to principled, brokered partnerships that embed equity, trust, explicit ways of working and shared leadership. Without this shift, even technically strong inputs risk dissipating once donor funding ends.

## 4.4 Impact: Progress Towards EoPOs

### 4.4.1 EoPO1: More children (girls and boys, including those with disabilities) are enrolled and attend the right year of primary school at the right age

VAESP and MoET worked together to generate system-wide impact by expanding access for students through school grants, thereby reducing financial barriers and enabling more equitable enrolment across provinces. Parents highlighted that children from economically disadvantaged families could now attend, and schools invested in classrooms, materials and facilities.

However, rapid enrolment growth also led to overcrowding and workload strain, underscoring how positive impacts were tempered by systemic constraints. These pressures were most acute in urban schools, where seven of 10 negative changes related to increased enrolment were reported. Urban schools described overcrowded classrooms, reduced teacher attention, and, in some cases, parents resorting to private tutoring to address foundational literacy gaps. Rural schools, by contrast, reported fewer enrolment-related challenges, potentially reflecting smaller class sizes and stronger community support structures.

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Upon publication of the 2025 MoET Digest, data on the gross enrolment rate, net enrolment rate, repetition rate and dropout rate will be used to triangulate qualitative findings and included in the completion report, with the caveat that the national teachers' strike and continued instability in the delivery of education may have affected access to school.

### 4.4.2 EoPO2: Students achieve improved literacy and numeracy outcomes

At the instructional level, VAESP contributed to pockets of improved literacy and numeracy. Parents and teachers in several schools observed children reading more confidently, supported by CIP tools, data walls, and home-school collaboration fostered through the PSP.

Reflecting on work before 2025, including curriculum resource development, gains were uneven, and usability was a concern. This was particularly evident in francophone schools, where the preferred language of instruction, French, did not align with the curriculum resources distributed in Bislama. Francophone schools reported proportionally more language-related challenges, reinforcing findings elsewhere in this report. Without dedicated translation support or French-medium resources, francophone teachers face a disadvantage in implementing curriculum reforms when resources do not align with their language of instruction.

### 4.4.3 EoPO3: MoET has implemented devolution at provincial and school levels, strengthening reporting and data systems to inform planning, implementation and decision-making to improve student learning outcomes

Leadership training provided by accredited organisations such as APTC, PTC, GCI, and SBM had a particularly strong impact at an individual level. Principals and provincial officers described these courses as transformative, enabling them to manage grants, plan strategically, and engage communities even amid national teacher employment disputes. Compared with cascade training, support over time and accredited pathways proved more efficient and sustainable, helping leaders offset national-level weaknesses and maintain continuity during crises such as the teacher strike. Leadership gains were reported across both anglophone and francophone schools and in both rural and urban settings, suggesting that direct, accredited training translates well across school contexts.

Investments in finance policy development and planning have supported stronger leadership at the school level. Ten of 15 school leaders and three of four provincial officers reported improved financial planning at the school level, citing national finance management policies and manuals. National budgets reflect the structure of the corporate plan, allowing planning to drive budgeting.

Support for the policy development and operationalisation of new OpenVEMIS enhancements has strengthened financial reporting, with all schools entering financial data in the last year. While not all schools in the sample have yet submitted all necessary items in OpenVEMIS, such as SSPs and accurate enrolment data, there is a clearer understanding of what needs to be submitted and when. However, data quality and accuracy remain uncertain, as they are compounded by OpenVEMIS's limited capabilities for quick analysis. Data usability will improve when users receive faster feedback on the accuracy and meaning of the information they enter.

There is a strong appetite to adopt new technology, particularly Google Classroom, which will likely increase the number of teachers and students using ICT. However, to achieve a major increase in ICT use at schools, the foundations of connectivity and basic digital literacy must first be strengthened to ensure technology does not sit confined to a single champion user. Outcome Harvest data shows that there are early adopters of the schools.edu.vu platform and utilising elements of Google Classroom. However, without curriculum content available on Google Classroom, these users have focused mainly on Google Workspace. Sustained coaching and mentoring, guided by post-training surveys that highlight areas that require further support, will help identify barriers to entry and address them effectively. Additionally, Google Classroom logins should continue to be monitored after training to ensure continued use of the new platforms. There are also opportunities to digitise M&E, professional development trainings and student assessments, which would increase the use of ICT in the classroom and within the PLC under the CIP approach.

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### 4.5 Why Are These Interventions Not Enough?

System impacts were more consistent in financial governance and accountability, with OpenVEMIS improving reporting and community trust, even if data use for pedagogy remains limited.

The deepest, most sustained impact was found where multiple interventions worked together over time to shift norms, whether through incentives or a compliance approach. For example, schools that received support through PSP and CIP, along with ICT training, installation and administrative guidance on school operations, as well as consistent grant funding, reported not only improved teaching but also stronger school-community relationships.

Widespread adoption of OpenVEMIS has shifted financial and enrolment reporting to digital systems across the sector, with provincial and school leaders now using the platform to provide data for informed decision-making. While the Outcome Harvest did not interview national-level MoET staff, as it focused on actualised outcomes at the school level, further discussion could explore how OpenVEMIS can be used more strategically to support decisions and ensure data analysis capabilities provide timely feedback to users without relying on a small number of national-level experts to interpret data.

Leadership support in people management, operational management and SBM has resonated with education officers and school leaders, with a clear appreciation for the changes it has enabled. However, 46% of the education leaders sampled reported challenges in managing teacher morale, conflict, and performance amid employment disputes. This indicates the need to examine specific leadership skills that principals require as they operate in a complex landscape.

The key question is why the success at the IO level has not been enough to improve literacy and numeracy outcomes in children under EoPO 2, and what programs need more of.

#### Understanding the gap between training and practice change

Research on **social norms in education systems** helps explain why technical interventions often fail to shift classroom practice (Randolph, Burkholder, & Katende, 2019) (Bicchieri, 2017). Providing teachers with new materials, curricula, or one-off training addresses only part of what shapes their behaviour. Teachers, like all professionals, are guided not only by knowledge and skills, but also by empirical expectations, their beliefs about what other teachers do, and by normative expectations, what school leaders, parents, communities think they *should* do. When these expectations remain unchanged, individual teachers who attempt new practices find themselves working against, rather than with, the prevailing school culture.

Research by RTI International, a global research institute, on school culture change in Uganda and Malawi found that *'attitudes and beliefs are shifted only when there is personal reflection, dialogue, and whole community commitment to advocating for change'* (Randolph et al., 2019), interlinking individual behaviour change models and the wider social realm in which the individual operates. Their work explicitly cautions against *'conventional strategies for changing behaviour such as lectures, PowerPoints, sensitisation and awareness building,'* finding that sustainable change requires approaches that engage teachers, school leaders, and communities simultaneously, with ongoing coaching and visible peer practice rather than intermittent training events.

The marker of successful norm change is when teachers and students say, *'This is the way it is now in this school'* (Randolph et al., 2019). Reaching this point requires sustained investment that builds collective commitment, not one-off training that expects individuals to change practice on their own.

#### Unpacking interventions against social norms research

The social norms framework, alongside the COM-B model of individual behaviour change, helps explain why VAESP achieved strong results in some areas but struggled to shift classroom practice at scale (Table 12). The evidence from the Outcome Harvest reveals a consistent pattern: where VAESP used approaches aligned with what research shows shifts social norms, outcomes were positive; where it used approaches that research shows do not shift norms, outcomes were fragile.

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Table 12: Programming approaches mapped against norm change research

What Research Says Shifts Norms	What Interventions Were Used by VAESP/MOET	Evidence from the Harvest
Engage all key actors simultaneously (teachers, leaders, parents, communities)	Individual or small group trainings, expecting them to change practice independently	14 of 15 teacher groups felt inadequately trained; teachers report confusion about what others expect
Sustained coaching and mentoring over time	One-off workshops and cascading training models	One-off workshops were insufficient, and training often lacked follow-up monitoring (Schools B, C, J, L)
Allow new practices to emerge through dialogue and reflection	Distributed materials and policies are expected to be implemented	<i>'They print and distribute [policies] but never sit down to explain how to act out the policy'</i> (School C)
Build school culture alongside technical content	Focused on curriculum guides and materials	Teachers at School O now had <i>'plenty of material,'</i> but still felt unprepared to use it.
Make successful practice visible across schools	Isolated training events without peer observation	Teachers want <i>'someone to come back and check on their teaching'</i>

**Over-focus on resources:** The Bislama teacher guides were developed, amid ongoing language policy confusion, the support provided when they were introduced did not fully account for teachers' practical needs. Guides were distributed with some training, but coverage was uneven — some teachers were trained on the year level they were currently teaching. Then they moved to a different class the following year without training for that level. Francophone teachers found the guides particularly difficult to use, as they were accustomed to reading materials in French; one teacher at School J asked, *'Do all schools in Vanuatu rack their brains like this for the same lessons?'* *Ademap Lanwis* resources may not have included enough practical coaching following their introduction to make the skills actionable.

Teachers report confusion not because they lacked information, but because they lacked a clear sense of how to use the resources given to them, what other teachers are doing, and what is expected of them. First, the **complex language policy** has created persistent instructional challenges, particularly for francophone teachers who reported spending up to half of their classroom time translating Bislama-based materials. At the same time, anglophone schools struggled with transitions from vernacular to English.

While there is acknowledgment that the curriculum materials and guides contain contextually relevant and culturally connected content, teachers struggle to bring the curriculum to life, as they often spend more time translating and understanding the guides, which 14 out of 15 teacher groups said they did not receive adequate training on. Teachers are confused about the use of appropriate and best-practice language transitions, and training conducted on *Ademap Lanwis* did not provide them with tangible skills to integrate vernacular and English or French into learning from the early years through to around Years 3 and 4, when the first VANSTA exam is delivered. Confusion in the instructions leading up to this point will certainly affect students' readiness for the exam.

The reduction in professional development and in-service training opportunities has left teachers without the refresher training and mentoring needed to embed new curriculum approaches or adapt to ongoing reforms. Following the closure of the in-service unit (ISU), it is unclear whether all of its responsibilities have been reassigned to the School of Education or whether some remain with other MoET units. The role of ISU in training unqualified teachers is particularly relevant during the ongoing teachers' strike, as

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community teachers are supporting schools to fill the gap left by teacher absenteeism. This means that many teachers are working in classrooms without recent professional development opportunities or access to ongoing support to strengthen and update their teaching practice.

In the midst of this, much of VAESP's training support with MoET relied on cascading models, where a small group received training from experts, then trained others, who may in turn train others, and there was limited follow-up support. The Outcome Harvest expert panel identified this as structurally flawed: *'You plant seeds for an apple and you expect an apple to grow, but instead an orange grows.'* Cascading training treats professional development as information transfer rather than norm establishment. It does not create ongoing dialogue, visible peer practice, or sustained engagement that would allow teachers to see that *'this is how we do things now.'*

**Supervision and feedback gaps:** The lack of sustained classroom supervision and feedback from provincial officers has weakened accountability and denied teachers the constructive guidance needed to consolidate change. The scaling back of the Education Advisers' role, coupled with the removal of SIOs and ZCAs, has created a significant oversight gap. This has also led to a decline in day-to-day instructional support, with many teachers reporting that they did not need more materials but instead wanted ongoing coaching and mentoring to improve their practice. Regular classroom observation serves two critical functions in norm change: it provides coaching to improve, and it makes practice visible, allowing teachers to see what others are doing and what is expected. Without this visibility, new practices remain isolated rather than becoming normalised.

**Where social norms theory is being applied:** The introduction of PLCs and Provincial Curriculum Implementation Officers in 2024–2025 has begun to rebuild this architecture of support, and CIP's early results (100% positive outcomes) show what becomes possible when coaching, peer dialogue, and visible practice replace one-off training. Similarly, PSP in Province 4 achieved consistently positive outcomes because it engaged all the key players - parents, teachers, and communities - together over 12 workshop modules delivered over time with consistent feedback from expert program implementers. Financial management training paired with OpenVEMIS succeeded, with 94% positive outcomes. The system reinforced accountability by linking grant tranches to accurate reporting, embedding financial reporting as a norm rather than a one-off compliance exercise.

### How the operating context impacted interventions

Even where programming decisions aligned with what research shows works, the operating context created barriers to sustained norm change. Teacher instability, driven by strikes, absenteeism, and frequent transfers, has disrupted continuity, eroded morale, and undermined collective efforts to improve pedagogy.

Research shows that effective approaches engage all of the key actors simultaneously and allow collective commitment to emerge through sustained interaction (Randolph, Burkholder, & Katende, 2019). When the teacher workforce is in constant flux, the collective relationships and shared understandings necessary for norm shift cannot take hold. Training investments are lost not only because skilled individuals leave, but because the social fabric through which new practices become 'the way we do things' is repeatedly torn.

The ongoing teacher strike highlights a deeper systemic challenge: **the absence of principled human resource management approaches to identify and manage employment dispute risks early.** MoET, as the 'largest service deliverer and employer in Vanuatu,' requires strong human resource management and financial tracking systems to support such a large workforce. Beyond the industrial action itself, the strike revealed fundamental gaps in how teachers are recruited, deployed, and supported, as well as weaknesses in human resource data systems and workforce tracking. Without accurate, timely data on teacher postings, workloads and entitlements, it is challenging to anticipate or manage disputes effectively.

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At the same time, efforts in financial management and national planning remain critical. Unless budget allocations are aligned with workforce needs and sustained through predictable financing, the system will continue to struggle to maintain a stable teaching force. The strike is not an isolated event but a symptom of broader structural gaps in human resource governance, data management and fiscal planning that must be addressed if gains in school leadership, curriculum, and parental engagement are to translate into lasting improvements in learning outcomes.

Taken together, these constraints - programming decisions that did not fully account for how norms shift, and an operating context that undermined the conditions for collective change - explain the paradox: even where IOs show progress, the pathway to improved literacy and numeracy remains blocked. The question is not whether teachers have received information about new practices, but whether those practices have become 'the way we do things here.' Without addressing both programming approaches and the enabling environment, intermediate gains will continue to dissipate before they can generate measurable improvements in student learning.

## 5 Reflections for Future Thinking

The Outcome Harvest highlights that sustaining change in Vanuatu's education system requires more than technical reforms; it depends on well-brokered partnerships that distribute ownership across MoET units, provinces, schools, and communities, and well-thought-out sequenced interventions grounded in a behaviour change model.

Individual behaviour change through COM-B is necessary but not sufficient on its own. Interventions will work better when paired with larger-scale shifts in social norms within the education sector. Achieving improved literacy and numeracy outcomes at scale also requires shifting social norms across the education sector, from how teachers view professional learning, to how communities engage with schools, to how MoET units collaborate rather than work in silos. This shift from individual behaviour change to system-wide norm change requires sustained, coordinated effort across multiple actors, reinforced by consistent messaging, explicit ways of working, visible examples of success, and aligned incentives at every level. The reflections below consider how future programming can intentionally design for both levels: building individual capability and motivation while shifting the social norms that shape what teachers, leaders, and communities believe is expected of them.

First, refine, then scale what works. The CIP approach of **training, modelling/coaching and observation** backed by evidence-based methods has demonstrated that meaningful shifts in teaching practice occur when provincial officers are well knowledgeable, physically present in schools, coaching is consistent rather than intermittent, peer observation becomes routine, and teachers have access to actionable, user-centred tools such as data walls. CIP is seeing early wins because it addresses both dimensions: it builds individual teacher capability through coaching, while peer observation and PLCs create the visible practice and collective dialogue that shift norms about what good teaching looks like. The question for the future is how to refine these so they are delivered in the most cost-effective and meaningful way, institutionalised in the education system, and then adapt them for delivery to more schools within existing resources without losing the depth of support that made them effective. This suggests a need to test a *minimum viable package* of coaching and peer-learning strategies that can sustain practice change and be managed by a group within the education system, not just within the CDU but also within the Curriculum Implementation Advisory Group, to explore pathways for institutionalisation; for example, incentives versus compliance practices.

Second, Vanuatu's complex language landscape creates diverse perspectives and needs across schools, and **mixed messaging on the national language policy** has left teachers uncertain about what is expected or acceptable. At the individual level, teachers need practical skills and usable resources; at the norm level, they need clarity about what language practices are valued and supported by school leaders, parents and the system. There is a need for clearer guidance on the intended role of mother tongue vernacular in classrooms, the flexibility available to teachers based on school context, and the language resources that need to be in place to meet teachers' usability needs. There is also an opportunity to rethink how resources are produced and distributed: rather than printing materials in multiple languages, shifting to online platforms could reduce production costs while offering teachers flexibility to access resources in their preferred language. This approach would require continued investment in school connectivity, an area where early gains have been made through school grants funding internet access.

Third, **coherence in teacher support** is critical. Current interventions delivered in cascading models create confusion, a lack of implementation support, and lead to teacher overload. Sequencing reforms into a single professional development calendar, anchored in CIP, would reduce duplication and improve sustainability. This consolidation would also reinforce consistent messaging about expectations, helping establish shared norms rather than competing signals about priorities. Using strategic communication platforms such as internal newsletters, targeted ministerial briefings, and effective social media can foster a shared understanding of changes within the system or reinforce messaging. Technology platforms such as online conference calling, OpenVEMIS, e-Campus platforms and Google Classroom can accelerate this shift if resourced and coordinated.

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Fourth, **inclusive education and wider primary school parent engagement** remain fragile, often dependent on individual champions or fragmented donor efforts. For these areas to move from pockets of success to system-wide practice, the focus must shift from building individual commitment to establishing inclusive education and parent engagement as ‘the way we do things’ across all schools. Building on the compact agreement, partnership brokering can help identify operational efficiencies, establish clear institutional pathways for project-introduced mechanisms, and foster more coordinated ways of working across education partners, ensuring that promising initiatives are embedded within the established national framework (MoET Corporate Plan) rather than remaining isolated or one-offs.

Fifth, **financial governance is the foundation** for all other reforms. Teacher strikes, delayed grants, and uneven allocations undermine even the best-designed programs. Instability at this level disrupts both individual motivation (teachers cannot focus on improving practice when their livelihoods are uncertain) and the conditions for collective norm change (sustained interaction among a stable group is required for new practices to take hold). Strengthening budget alignment, medium-term expenditure frameworks, and audit oversight, coupled with brokered dialogue among MoET units, Parliament and partners, is essential to secure trust and stability.

Sixth, **people management has emerged as a critical gap undermining sustainability**. While VAESP- and MoET-supported leadership training strengthened principals’ financial and administrative skills, it did not fully equip them to manage teacher morale, conflict, and performance in challenging contexts amid employment disputes. Embedding practical people management tools into leadership programs is essential. Principals who can lead through difficulty are more effective individually. They also model the collaborative, resilient culture that shapes norms for their staff. By developing principals and provincial officers as leaders of high-performing, resilient teams, Vanuatu can reduce the risk of future disputes and build stability for long-term education reform.

Finally, **true impact depends on listening to children's voices**. The Outcome Harvest showed that reforms are often judged through the perspectives of principals, teachers, and parents, while students’ lived experiences remain less visible and are largely measured by national exams. VAESP’s upcoming positive deviance study offers an opportunity to document children’s perspectives on what enables improved literacy and numeracy outcomes. By elevating children’s voices alongside technical reforms, VAESP and MoET can better understand what other students in Vanuatu need to succeed and, in turn, design reforms that directly contribute to improved literacy and numeracy outcomes.

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# Annex 1: Program Logic Change Log

Table 13: Change log of program logic statements

Pillar	Original Description	Updated Description	Explanation
Access; moved to Quality	<b>SO 1.1</b> Teachers in model inclusion schools are using inclusive education practices.	<p>SO2.1.1 Targeted schools are equipped to care for and educate students with a disability or learning difficulties</p> <p>SO2.1.2 Targeted schools are accessible for students with a disability or learning difficulties</p>	<i>Moved to Quality Pillar to reflect streamlined efforts to ensure inclusive education practices are built into everyday teaching pedagogy. The focus on access is maintained through an additional focus on improved physical learning environments, whether through infrastructure or additional classroom-based tools.</i>
Access	<b>SO 1.2</b> Parents and communities are aware of positive approaches to support their children's education.	<p>SO1.2.1 Enhanced enrolment awareness and incentives</p> <p>SO1.2.2 Workshops are conducted to address enrolment barriers</p>	<p><i>An additional element was added to provide attention to universal education and the importance of enrolment</i></p> <p><i>Reworded the original statement to address enrolment more intentionally</i></p>
Access	<b>SO 1.3</b> Schools are informed to respond adequately to emergencies	<p>SO1.1.1 Schools implement disaster preparedness strategies</p> <p>SO1.1.2 School infrastructure assessment reports are completed in a timely manner post-disaster</p> <p>SO1.1.3 Enhanced mass communications on disaster preparedness and response</p>	<i>Divided into three explicit areas reflecting the high number of disasters that are occurring in Vanuatu, and as one of the top risk countries in terms of disasters.</i>
Access; moved to Quality	<b>IO 1.1</b> Model Inclusion Schools provide safe and inclusive learning environments for all students.	<b>IO 2.1</b> Teachers in targeted schools are educating & providing targeted support to students with learning difficulties & disabilities.	<i>Moved to the Quality Pillar to reflect the importance of addressing gaps in the pedagogy of inclusive education into everyday teaching to address a wider range of needs with children with both physical disabilities and learning challenges.</i>
Access	<b>IO 1.2</b> MoET has strengthened its capacity to provide services in circumstances of emergency or disaster.	<b>IO 1.1</b> School preparedness and response to emergencies are enhanced, and disruption to learning is minimised.	<i>Reworded to emphasise a school-centred approach and support decentralisation of emergency preparedness and response</i>
Access	No dedicated intermediate outcome	<b>IO 1.2</b> Parents & caregivers are motivated to enrol their children in school.	<i>Establishment of a dedicated intermediate outcome related to parental engagement, reflecting the emerging high emphasis on parental support and children's improved engagement at the school</i>

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Pillar	Original Description	Updated Description	Explanation
Quality: split between Quality and Management	<b>SO 2.1</b> Teachers and principals are demonstrating increased confidence to implement the national curriculum.	<b>SO2.2.1</b> Teachers & principals in CIP schools have increased capacity to strengthen curriculum delivery	<i>Reworded slightly to focus on the delivery of existing resources in the national curriculum and the support that needs to be given to teachers to operationalise the curriculum</i>
Quality	<b>SO 2.2</b> Teacher and principals have access to curriculum resources, training, and support.	<b>SO2.2.2</b> Curriculum and higher-impact strategy are used in planning & practice in CIP Focus Schools <b>SO2.2.3</b> Systems for improved curriculum delivery and ongoing professional learning are supported at the school level	<i>Split in two to emphasise the deliberate focus on the establishment of a sustainable system of curriculum support beyond project life.</i>
Quality	<b>IO 2.1</b> Teachers are applying the curriculum and associated principles of teaching, learning and assessment.	<b>IO 2.2</b> Classroom instruction is improved in VAESP- supported schools (particularly in CIP Focus Schools)	<i>Reworded to be more concise.</i>
Management	<b>SO 3.1</b> MoET, including Provincial Education Offices, have improved capacity to manage system performance data for evidence-based decision-making, planning and supporting schools.	<b>SO3.1.1</b> OV policy & functionality at the MoET central level is strengthened <b>SO3.1.2</b> Staff & student ICT capacity in schools is strengthened <b>SO3.1.3</b> ICT functional capabilities in schools are strengthened	<i>Explicitly divided to create more focus on school-centred support, parallel to national systems support.</i>
Management	<b>SO 3.2</b> School principals have increased their awareness and knowledge of SBM and leadership practices.	<b>SO3.4.1</b> Provincial support for school management is strengthened <b>SO3.4.2</b> School principal leadership & management capacity is built <b>SO3.4.3</b> Quality of school principal leadership & management is monitored	<i>Explicitly divided to reflect school-centred support in instructional leadership and improved administrative management of the school, as well as support to the provincial education office in providing oversight and guidance to schools.</i>
Management	No dedicated intermediate outcome	<b>SO3.2.1</b> Contracts are awarded & managed according to the Infrastructure Policy Implementation Plan	<i>Dedicated outcome to support long-term planning and process strengthening to support faster operationalisation of both long-term</i>

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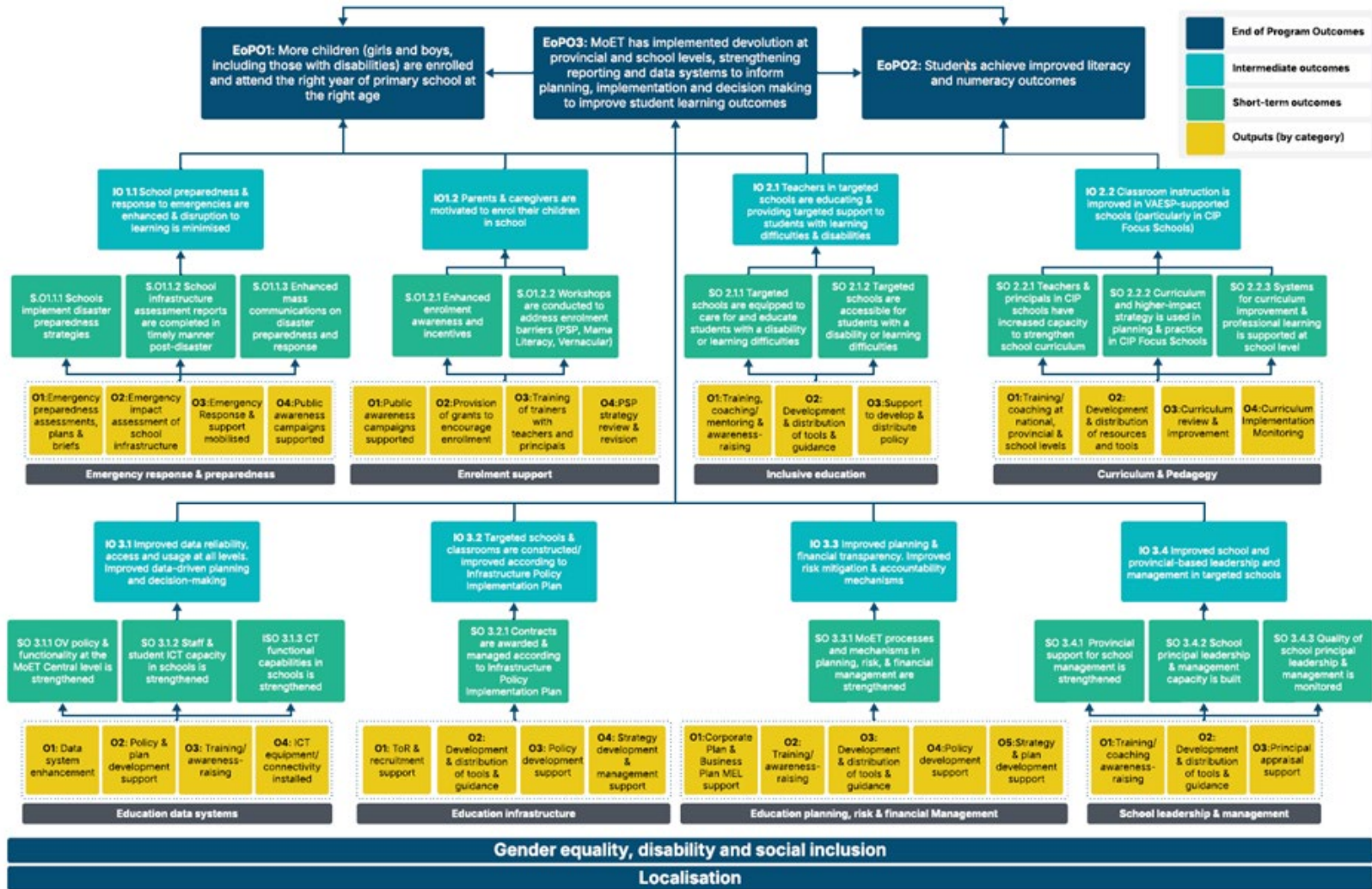
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Pillar	Original Description	Updated Description	Explanation
			<i>and response-based infrastructure projects. Continues to have a flow on effect on Access.</i>
Management	<b>IO 3.1</b> MoET is monitoring systems and school performance and using data to inform strategic planning and school improvement.	<b>IO 3.1</b> Improved data reliability, access and usage at all levels. Improved data-driven planning and decision-making	<i>Reworded to encompass improved reporting not just nationally, but school-centred</i>
Management	<b>IO 3.2</b> PEOs can guide principals in developing effective School Strategic Plans.	<b>IO 3.4</b> Improved school and provincial-based leadership and management in targeted schools	<i>Provides for more emphasis on leadership within the school and the provincial support provided, both through instructional leadership and administrative management support</i>
Management	No dedicated intermediate outcome	<b>IO 3.3</b> Improved planning & financial transparency. Improved risk mitigation & accountability mechanisms	<i>To reflect ongoing work to better support schools to be fiscally strong in order to continue to access small grants.</i>
Management	No dedicated intermediate outcome	<b>IO 3.2</b> Targeted schools & classrooms are constructed/ improved according to the Infrastructure Policy Implementation Plan	<i>Dedicated outcome to support long- term planning and process strengthening to support faster operationalisation of both long-term and response-based infrastructure projects. Continues to have a flow on effect on Access.</i>


















































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# Annex 2: VAESP Program Logic



## Annex 3 School Characteristics

	Lang	Level	Location	OV Verification
School A	A	  		Finance report: No (ECE), No (PS); SSP: No; Council: Yes; Audit: No; Enrolment: Yes (PS); Curriculum: Yes; ECCE report: Yes
School B	F	 		Finance report: Yes; SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes
School C	A	  		Finance report: Yes; SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes
School D	A	  		Finance report: Yes (PS); SSP: Yes (PS); Council: Yes; Audit: Yes (PS); Enrolment: Yes; Curriculum: Yes; ECCE report: Yes
School E	A	  		Finance report: Yes (PS, SS); SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes (PS)
School F	F	  		Finance report: Yes (PS, SS); SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes (PS)
School G	F	 		Finance report: Yes; SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes
School H	A	 		Finance report: Yes (PS, SS); SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes (PS)
School I	A	  		Finance report: Yes; SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes (ECE, PS)
School J	F	 		Finance report: Yes; SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes
School K	F	 		Finance report: Yes; SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes
School L	F	 		Finance report: Yes; SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: Yes
School M	A			Finance report: Yes; SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: No
School N	A	 		Finance report: Yes (PS, SS); SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: No
School O	F			Finance report: Yes (PS); SSP: Yes; Council: Yes; Audit: Yes; Enrolment: Yes; Curriculum: Yes; ECCE report: No

Legend

A Anglophone

F Francophone



ECCE



Primary



Secondary



Rural



Urban

# Annex 4: Data collection tools

## Introduction

Team members to introduce themselves.<sup>13</sup>

Thank you for agreeing to meet and talk to us about the Vanuatu Australia Education Support Program and your experiences as a key staff member of the provincial education office.

Through this conversation, we hope to identify and understand significant outcomes (both positive, negative, and unintended) resulting from the support you may have received from VAESP in your province. This interview focuses on VAESP’s support to MoET from 2019 to the present.

Your participation in this interview is voluntary, and you do not have to answer the questions or provide any information that you do not want to. The information collected from this interview is confidential and will not be used for purposes other than required for our reporting. Your names will not be used in any report, and individuals won’t be identifiable, to ensure confidentiality.

This interview should take no longer than 1 hour.

Don’t forget to collect consent <https://ee.kobotoolbox.org/x/PEMgldqX> or scan this QR code:



## General reflections

Interview Audience	Opening Question
<p><b>Parents/Caregivers</b></p>	<ol style="list-style-type: none"> <li>1. Can you tell me a little bit about yourselves and your family?                             <ol style="list-style-type: none"> <li>a. What year are your children in?</li> <li>b. How many years have they been at this school?</li> <li>c. Do any of your children have a lot of difficulty or cannot do any of the following: trouble seeing, hearing, walking or climbing steps, remembering or concentrating, practising self-care (such as washing or getting dressed) or communicating (for example, understanding others or being understood) some or most of the time?</li> </ol> </li> <li>2. I’d like to hear from each of you on 1-2 changes you’ve noticed since 2019 regarding your child’s experience and your experience with the school here (changes in behaviour, relationships, actions, policies, or practices)?  <i>[Invite them to provide as many outcomes as possible, and if there are similar outcomes, combine them and discuss each one. If there are too many to cover in the hour, ask each person to only go into detail about the one they feel most strongly about. After the interview, please offer them the chance to discuss their other reflections in a short Folktale interview]</i> </li> </ol>
<p><b>3. Teachers</b></p>	<ol style="list-style-type: none"> <li>1. Can you tell me a little bit about yourselves and your roles in the education system?                             <ol style="list-style-type: none"> <li>a. How long have you worked in this role?</li> <li>b. What kinds of things do you look after in this role?</li> </ol> </li> <li>2. I’d like to hear from each of you on 1-2 changes you’ve noticed since 2019 regarding your work and the education sector in your school (changes in behaviour, relationships, actions, policies, or practices)?  <i>[Invite them to provide as many outcomes as possible, and if there are similar outcomes, combine them and discuss each one. If there are too many to cover in the hour, ask each person to only go into detail about the one they feel most strongly about. After the interview, please offer them the chance to discuss their other reflections in a short Folktale interview]</i> </li> </ol>

<sup>13</sup> Moderators were trained to ask questions in whatever language the interviewee preferred, which was the most part in Bislama.

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**Interview Audience**

**Opening Question**

<p><b>Principals</b></p>	<ol style="list-style-type: none"> <li>1. Can you tell me a little bit about yourself and your role in the education system?             <ol style="list-style-type: none"> <li>a. How long have you worked in this role?</li> <li>b. What kinds of things do you look after in this role?</li> </ol> </li> <li>2. Since 2019, what changes do you observe in yourself as school principal, your work, or your school (behaviour, relationships, actions, policies, or practices)? Please pick the top three most significant changes. <i>[Once three of these outcomes have been identified, list them in each of the outcome reflection sections below.]</i></li> </ol>
<p><b>Provincial Staff</b></p>	<ol style="list-style-type: none"> <li>1. Can you tell me a little bit about yourselves and your roles in the education system?             <ol style="list-style-type: none"> <li>a. How long have you worked in this role?</li> <li>b. What kinds of things do you look after in this role?</li> </ol> </li> <li>2. I'd like to hear from each of you on 1-2 changes you've noticed since 2019 regarding your work and the education sector in your province (changes in behaviour, relationships, actions, policies, or practices)? <i>[Invite them to provide as many outcomes as possible, and if there are similar outcomes, combine them and discuss each one. If there are too many to cover in the hour, ask each person to only go into detail about the one they feel most strongly about. After the interview, please offer them the chance to discuss their other reflections in a short Folktale interview.]</i></li> </ol>
<p><b>Provincial Office Education Leaders</b></p>	<ol style="list-style-type: none"> <li>1. Can you tell me a little bit about yourself and your role in the education system?             <ol style="list-style-type: none"> <li>a. How long have you worked in this role?</li> <li>b. What kinds of things do you look after in this role?</li> </ol> </li> <li>2. Since 2019, what changes have you observed in yourself as PEO, your work, or the education sector in your province (changes in behaviour, relationships, actions, policies, or practices)? Please pick the top three most significant changes. <i>[Once three of these outcomes have been identified, list them in each of the outcome reflection sections below.]</i></li> </ol>

**OUTCOME REFLECTION 1: (Repeat as many times as needed)**



3. Please mention the outcome (changes in behaviour / relationships / contributing actions / policies / practices) we are now talking about.
4. As you mentioned, there have been changes in your work, with regards to changes in behaviour / relationships / actions / policies / practices, would you please tell me when the change took place?  
*[Probe for a specific month and year if possible – use the probes in the cheat sheet]*
5. Can you tell me how this change has come about?
6. To the best of your knowledge, which education actors played a part in contributing to this change? How did they contribute?  
*[Please try to establish a link between the cause and effect.]*
7. How is this change significant for you?

# Annex 5: School Activity Mapping vs Recorded Outcomes

School Code	Known support given directly or indirectly from VAESP	<span style="color: green;">+</span> Recorded thematic areas of positive change	<span style="color: red;">-</span> Recorded thematic areas of negative change
A	School grants, model IE school support, financial management support, PWELN, principal induction, APTC/PTC scholarship	<ul style="list-style-type: none"> <li><span style="color: green;">+</span> Financial Management</li> <li><span style="color: green;">+</span> Leadership</li> <li><span style="color: green;">+</span> Classroom Supplies</li> <li><span style="color: green;">+</span> Infrastructure</li> <li><span style="color: green;">+</span> Disaster Prep Resp</li> <li><span style="color: green;">+</span> ICT Classroom</li> </ul>	<ul style="list-style-type: none"> <li><span style="color: red;">-</span> Inclusive Education</li> <li><span style="color: red;">-</span> Enrolment</li> <li><span style="color: red;">-</span> Language Learning</li> <li><span style="color: red;">-</span> Data Recording</li> <li><span style="color: red;">-</span> ICT Classroom</li> <li><span style="color: red;">-</span> Student Behaviour</li> <li><span style="color: red;">-</span> Management of Teachers</li> </ul>
B	School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction	<ul style="list-style-type: none"> <li><span style="color: green;">+</span> Teaching Styles</li> <li><span style="color: green;">+</span> Infrastructure</li> <li><span style="color: green;">+</span> Parental Engagement</li> </ul>	<ul style="list-style-type: none"> <li><span style="color: red;">-</span> Inclusive Education</li> <li><span style="color: red;">-</span> Teaching Resources</li> <li><span style="color: red;">-</span> Language Instruction</li> <li><span style="color: red;">-</span> Financial Management</li> <li><span style="color: red;">-</span> Disaster Prep Resp</li> <li><span style="color: red;">-</span> Management of Teachers</li> </ul>
C	Post-disaster infrastructure assessment, School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, financial management support, APTC/PTC scholarship	<ul style="list-style-type: none"> <li><span style="color: green;">+</span> Inclusive Education</li> <li><span style="color: green;">+</span> Data Recording</li> <li><span style="color: green;">+</span> Leadership</li> <li><span style="color: green;">+</span> Language Instruction</li> <li><span style="color: green;">+</span> Infrastructure</li> <li><span style="color: green;">+</span> Financial Management</li> </ul>	<ul style="list-style-type: none"> <li><span style="color: red;">-</span> Disaster Prep Resp</li> <li><span style="color: red;">-</span> Enrolment</li> <li><span style="color: red;">-</span> Financial Management</li> <li><span style="color: red;">-</span> Teaching Resources</li> <li><span style="color: red;">-</span> Management of Teachers</li> <li><span style="color: red;">-</span> Leadership</li> </ul>
D	School grants, learning difficulties support, model inclusion school, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, financial management support, PWELN, APTC/PTC scholarship	<ul style="list-style-type: none"> <li><span style="color: green;">+</span> Planning</li> <li><span style="color: green;">+</span> Parental Engagement</li> <li><span style="color: green;">+</span> Enrolment</li> <li><span style="color: green;">+</span> Leadership</li> <li><span style="color: green;">+</span> Teaching Styles</li> </ul>	<ul style="list-style-type: none"> <li><span style="color: red;">-</span> Parental Engagement</li> <li><span style="color: red;">-</span> Infrastructure</li> <li><span style="color: red;">-</span> Inclusive Education</li> <li><span style="color: red;">-</span> Teaching Resources</li> <li><span style="color: red;">-</span> Language Instruction</li> <li><span style="color: red;">-</span> Management of Teachers</li> </ul>
E	School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, financial management support, PWELN, principal induction support, instructional leadership, APTC/PTC scholarship	<ul style="list-style-type: none"> <li><span style="color: green;">+</span> Teaching Styles</li> <li><span style="color: green;">+</span> Planning</li> <li><span style="color: green;">+</span> Enrolment</li> <li><span style="color: green;">+</span> Classroom Supplies</li> <li><span style="color: green;">+</span> Teaching Resources</li> <li><span style="color: green;">+</span> Student Behaviour</li> <li><span style="color: green;">+</span> Infrastructure</li> <li><span style="color: green;">+</span> Inclusive Education</li> </ul>	<ul style="list-style-type: none"> <li><span style="color: red;">-</span> Language Instruction</li> <li><span style="color: red;">-</span> Teaching Resources</li> </ul>
F	School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, financial management support, instructional leadership	<ul style="list-style-type: none"> <li><span style="color: green;">+</span> Planning</li> <li><span style="color: green;">+</span> Parental Engagement</li> </ul>	<ul style="list-style-type: none"> <li><span style="color: red;">-</span> Language Instruction</li> </ul>
G	School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, financial management support, instructional leadership	<ul style="list-style-type: none"> <li><span style="color: green;">+</span> Teaching Styles</li> <li><span style="color: green;">+</span> Financial Management</li> <li><span style="color: green;">+</span> Leadership</li> <li><span style="color: green;">+</span> Parental Engagement</li> <li><span style="color: green;">+</span> Classroom Supplies</li> <li><span style="color: green;">+</span> Financial Management</li> </ul>	<ul style="list-style-type: none"> <li><span style="color: red;">-</span> Teaching Resources</li> <li><span style="color: red;">-</span> Language Instruction</li> </ul>

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School Code	Known support given directly or indirectly from VAESP	 Recorded thematic areas of positive change	 Recorded thematic areas of negative change
H	School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, financial management support (SFMM), PWELN	<ul style="list-style-type: none"> <li>+ Disaster Prep Resp</li> <li>+ Teaching Styles</li> <li>+ ICT Classroom</li> <li>+ ICT Management</li> <li>+ Classroom Supplies</li> <li>+ Infrastructure</li> <li>+ Financial Management</li> <li>+ Leadership</li> </ul>	<ul style="list-style-type: none"> <li>- Language Learning</li> </ul>
I	School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, financial management support, instructional leadership, APTC/PTC scholarship	<ul style="list-style-type: none"> <li>+ ICT Classroom</li> <li>+ Data Recording</li> <li>+ Teaching Styles</li> <li>+ Enrolment</li> <li>+ Teaching Styles</li> </ul>	<ul style="list-style-type: none"> <li>- Inclusive Education</li> <li>- Enrolment</li> <li>- Language Instruction</li> <li>- Teaching Resources</li> </ul>
J	School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, financial management support, instructional leadership, APTC/PTC scholarship	<ul style="list-style-type: none"> <li>+ Teaching Styles</li> </ul>	<ul style="list-style-type: none"> <li>- Language Instruction</li> <li>- Parental Engagement</li> <li>- Teaching Styles</li> </ul>
K	School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, ICT hardware support, financial management support, PWELN, APTC/PTC scholarship	<ul style="list-style-type: none"> <li>+ Teaching Styles</li> <li>+ Leadership</li> </ul>	<ul style="list-style-type: none"> <li>- Language Instruction</li> <li>- Parental Engagement</li> <li>- Student Behaviour</li> </ul>
L	School grants, learning difficulties support, introduction to high-impact teaching strategies, Google Workspace introduction, Digital Literacy introduction, principal induction, financial management support, PWELN	<ul style="list-style-type: none"> <li>+ Disaster Prep Resp</li> <li>+ Teaching Styles</li> <li>+ ICT Classroom</li> <li>+ Data Recording</li> <li>+ Leadership</li> <li>+ Infrastructure</li> <li>+ Teaching Resources</li> <li>+ Management of Teachers</li> </ul>	<ul style="list-style-type: none"> <li>- Inclusive Education</li> <li>- Enrolment</li> <li>- Teaching Resources</li> <li>- Language Instruction</li> <li>- Parental Engagement</li> <li>- Financial Management</li> </ul>
M	School grants, PSP, mama literacy support, learning difficulties support, introduction to high-impact teaching strategies, financial management support, PWELN, principal induction, instructional leadership, APTC/PTC scholarship	<ul style="list-style-type: none"> <li>+ Parental Engagement</li> <li>+ Enrolment</li> <li>+ Data Recording</li> <li>+ Financial Management</li> <li>+ Leadership</li> <li>+ Disaster Prep Resp</li> <li>+ Teaching Styles</li> <li>+ Classroom Supplies</li> <li>+ Infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>- Language Instruction</li> </ul>
N	School grants, PSP, mama literacy support, learning difficulties support, introduction to high-impact teaching strategies, financial management support, PWELN, principal induction, instructional leadership, APTC/PTC scholarship	<ul style="list-style-type: none"> <li>+ Parental Engagement</li> <li>+ Literacy Outcomes</li> <li>+ Financial Management</li> <li>+ Leadership</li> <li>+ Classroom Supplies</li> <li>+ Teaching Resources</li> <li>+ Infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>- Language Instruction</li> </ul>
O	School grants, PSP, mama literacy support, learning difficulties support, introduction to high-impact teaching strategies, financial management support, PWELN, instructional leadership	<ul style="list-style-type: none"> <li>+ Parental Engagement</li> <li>+ Leadership</li> <li>+ Teaching Resources</li> <li>+ Enrolment</li> <li>+ Classroom Supplies</li> <li>+ Infrastructure</li> <li>+ Financial Management</li> </ul>	<ul style="list-style-type: none"> <li>- Parental Engagement</li> <li>- Language Instruction</li> <li>- Data Recording</li> </ul>

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# Annex 6: IO 1.2 Parental Engagement Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
Direct VAESP	<ul style="list-style-type: none"> <li>In 2023 at School M (Province 4), the principal utilised personal leadership skills to engage parents, which resulted in improved learning support, stronger parental engagement, and higher student achievement, leading to more students continuing their education beyond Class 6 into Class 7.</li> <li>Parents of young children at School M (Province 4) noticed changes in their child's literacy and numeracy after applying learning from the PSP, as well as health outcomes with improved nutrition and hygiene.</li> <li>The PSP at School N (Province 4) has increased parental involvement in children's education, transforming parents into active 'first teachers' and reinforcing learning at home.</li> <li>The Parenting Support Program at School N (Province 4) has contributed to better hygiene, nutrition, and physical well-being among children, reducing illness and supporting readiness to learn.</li> <li>Since 2021, at School O (Province 4), the PSP strengthened parental knowledge on nutrition, hygiene, and child safety, with fathers increasingly taking on caregiving roles and supporting children's education alongside mothers.</li> <li>Since VAESP began supporting the PSP in 2021 and funding Mama's Literacy in Province 4, ECCE centres and provincial staff have reported stronger parent-school relationships, improved early learning enrolment, better child hygiene, and increased parental confidence in supporting learning at home.</li> </ul>	<ul style="list-style-type: none"> <li>At School O (Province 4), teachers observed that, despite PSP sessions being well received, many parents did not consistently follow through at home, limiting changes in children's classroom engagement.</li> <li>At School M (Province 4), a healthy food policy requiring children to bring three types of food — prioritising local island foods — has improved awareness of nutrition but unintentionally discouraged attendance for children whose families cannot meet the requirement.</li> </ul>
Indirect VAESP	<ul style="list-style-type: none"> <li>Improved school leadership, combined with stronger parental engagement in reading at home, has contributed to measurable gains in student literacy at School G (Province 2).</li> </ul>	n/a

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	<ul style="list-style-type: none"> <li>• Since 2019, parents at School D (Province 1) have increased their engagement with the school, demonstrating a stronger understanding of their responsibilities and actively supporting their children’s learning.</li> </ul>
<p><b>Unrelated</b></p>	<ul style="list-style-type: none"> <li>• In 2024, parents of children in the village of School B (Province 1) started bringing their children under five to a community playgroup, and as a result, they felt their children were better prepared for Kindy.</li> <li>• Since its introduction in Province 1, provincial officers noticed that the PSP has increased family engagement in children’s education, health, and nutrition through 11 community-based modules.</li> <li>• Since 2024, delivery of the PSP at School F (Province 2) has strengthened home–school relationships and increased parent engagement in learning. (N)</li> <li>• Provincial education officers in Province 3 observed a growing recognition of the importance of education across the province, particularly in rural communities.</li> </ul> <ul style="list-style-type: none"> <li>• By 2024, teachers at School J (Province 3) reported a marked decline in parental engagement, with fewer parents attending school meetings, supporting learning at home, or following up on absences.</li> <li>• In 2024, teachers at School K (Province 3) reported low parental participation in the PSP for kindergarten families, with fewer than half of parents attending meetings or activities despite targeted training and outreach.</li> <li>• By 2025, student engagement at School D (Province 1) had declined due to seasonal work, and urbanisation led to larger class sizes, disrupted consistent parental support for learning, and changed student management practices. Teachers and school leaders observed a decline in parental engagement at School L (Province 3) and student readiness to learn, linked to seasonal labour migration and shifts in child protection policy that reduced traditional discipline practices.</li> </ul>

## Annex 7: IO 2.1 Inclusive Education Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
Direct VAESP	<ul style="list-style-type: none"> <li>In 2025, School C (Province 1) participated in an inclusive training, resulting in the school now having knowledgeable teachers and one dedicated teacher applying IE Plans to address students with diverse needs.</li> <li>Curriculum training via CIP has improved teacher confidence and enabled more effective lesson delivery for diverse learning levels at School E (Province 2).</li> </ul>	<ul style="list-style-type: none"> <li>In 2019, while teachers at School A (Province 1) developed strategies in an IE classroom to help children with learning difficulties. However, the initiative did not continue, and the resources were lost.</li> <li>In 2023/2024, teachers and principals at School B (Province 1) received support for IE training. Still, they did not receive any follow-up training sessions, which resulted in challenges in applying the knowledge and using the resources. As a result, children with disabilities did not receive additional support.</li> </ul>
Indirect VAESP	<ul style="list-style-type: none"> <li>As of 2025, School I (Province 3) has no dedicated support, trained teachers, or facilities for children with disabilities.</li> </ul>	<ul style="list-style-type: none"> <li>In 2023, School D (Province 1) lost its dedicated IE teacher, who had provided direct support to children with disabilities and guidance to other teachers.</li> <li>Provincial education leaders in Province 2 reported increased awareness of the IE Policy through awareness campaigns, but highlighted persistent implementation gaps.</li> <li>School L (Province 3) used to be able to register children with disabilities in OpenVEMIS, but without forms or policies, this practice ceased.</li> </ul>
Unrelated	<ul style="list-style-type: none"> <li>In 2025, School E (Province 2) recruited a trained IE teacher who provided coaching to other teachers, leading to improved support for students with diverse needs and greater classroom engagement. In 2022, the appointment of 28 IE teachers in Province 1 led to increased enrolment and participation of children with learning challenges and disabilities, creating more diverse and inclusive classrooms.</li> </ul>	<ul style="list-style-type: none"> <li>Despite the success of the 2022 IE initiative, the contracts of all 28 IE teachers, including those in Province 1, were not renewed, halting momentum and leaving a critical gap in specialist support for children with disabilities.</li> </ul>

# Annex 8: IO 2.2 Classroom Instruction Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
Direct VAESP	<ul style="list-style-type: none"> <li>Curriculum training at School E (Province 2) improved teacher confidence and ability to adapt lessons for lower-level students.</li> <li>Since 2019, curriculum reform and instructional support in Province 2, led by MoET CDU and VAESP, have strengthened teachers' capacity to deliver lessons aligned with curriculum standards.</li> <li>In 2025, teachers and the principal of School L (Province 3) adapted to the new national curriculum with support from MoET's CDU, effectively incorporating teacher guides, flash drives, recordings, and textbooks into lesson planning.</li> <li>In Province 3, Provincial staff reported improvements in literacy and numeracy support, citing training on Bloom's Library, classroom-based assessment, and phonics, alongside simplified Bislama curriculum resources for principals.</li> <li>In 2023, ECCE and Year 1–3 teachers at School N (Province 4) began consistently using the ECCE curriculum guides and structured lesson plans, leading to improved classroom engagement, clearer teaching strategies, and faster learning progress among students.</li> <li>Between 2022 and 2024, teachers at School O (Province 4) implemented practical, student-centred numeracy lessons using local resources such as shells, seeds, and fruit, enhancing student engagement and understanding among ECCE students.</li> <li>In 2023, increased family engagement at home using class literacy resources at School N, which also promoted take-home reading books, increased student motivation in literacy activities and improved reading.</li> </ul>	<ul style="list-style-type: none"> <li>In the last 5 years, teachers at School C (Province 1) have been unable to implement or use curriculum materials due to limited access or their unsuitability for their needs.</li> <li>Since the introduction of the new curriculum, teachers at School D (Province 1) have struggled to implement the changes effectively due to the complex content.</li> <li>In 2024, the principal at School J (Province 3) expressed concern over the lack of follow-up and accountability after VAESP-funded provincial-level training.</li> <li>While the curriculum resources improved preparation, School L (Province 3) teachers reported significant workload strain from reworking and translating lessons, managing large classes, and struggling with a mismatch between the curriculum's expected pace and actual student progress.</li> </ul>

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Outcome Type	Positive Outcomes	Negative Outcomes
	<ul style="list-style-type: none"> <li>• Since the rollout of the new national curriculum, PEOs in Province 1 have observed increased student engagement due to the inclusion of vernacular languages and more locally contextualised content, making lessons easier for students to understand despite ongoing challenges in literacy and numeracy.</li> <li>• In 2021, the Provincial Office 4 was determined to ensure classroom monitoring coverage by going out to train teachers, resulting in strengthened teaching for Years 1 to 3.</li> <li>• In 2023, the deputy principal at School H (Province 2) applied digital literacy and Google Classroom training to strengthen ICT practices, which led to improved asset management, teacher support, and disaster preparedness.</li> <li>• Between 2023 and 2025, School I integrated Google Drive into lesson planning, assessment, and resource management, enabling teachers to store and share teaching materials, past exam papers, and record student marks online. This capacity was further enabled through the construction of a computer lab with 50 computers and a smart classroom, funded by another donor government, providing internet-enabled learning environments.</li> <li>• School L (Province 3) expanded the use of Google Workspace and Google Classroom for lesson delivery, assignments, grading, and collaborative planning, integrating these tools across both in-person and remote learning contexts.</li> </ul>	
<p><b>Direct VAESP – CIP Specific</b></p>	<ul style="list-style-type: none"> <li>• In 2025, teachers at School B (Province 1) began using the morning routine method in their lessons, enabling improvements in French speaking and comprehension.</li> <li>• In 2024, teachers at School D (Province 1) began providing an additional hour of daily support classes, introduced by the principal based on experience from a previous urban school, thereby increasing learning opportunities for students.</li> <li>• In 2025, VAESP and MoET’s CDU launched the CIP in 10 pilot schools in Province 1, providing training, resources, and practical</li> </ul>	<p>n/a</p>

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Outcome Type	Positive Outcomes	Negative Outcomes
	<p>teaching strategies such as structured morning routines, peer marking, and targeted feedback on teaching weaknesses.</p> <ul style="list-style-type: none"> <li>• Since 2025, following the CIP awareness and baseline assessment, and with other partner support, teachers in School E (Province 2) have been able to change their CBA practices. As a result, children's literacy gaps are being identified in their early years.</li> <li>• Following CIP training in May 2024 at School F (Province 2), the principal introduced reading scales to track student progress and held parent meetings to discuss children's reading levels.</li> <li>• Between 2022 and 2025, School G (Province 2) used student assessment templates to monitor performance and engage parents, resulting in improved literacy and increased home support for learning.</li> <li>• In 2024, School H (Province 2) staff began implementing the CIP using local examples and relatable content, resulting in increased student engagement and confidence in lesson delivery.</li> <li>• In 2025, in Province 2, the CIP was launched, including baseline assessments and training, which led to improved curriculum delivery and stronger teacher confidence.</li> <li>• In 2025, the principal and teachers at School J (Province 3) endorsed the CIP as a promising approach to improving literacy and numeracy.</li> <li>• In mid-2025, the acting principal at School K (Province 3) began implementing elements of the CIP following training from the MoET CDU.</li> <li>• School leaders and teachers at School L (Province 3) identified the CIP as an essential intervention to address declining literacy outcomes, with targeted support provided to five focus schools in the province.</li> <li>• Since 2023, the introduction of the CIP in five focus schools in Province 3 has strengthened provincial capacity to monitor literacy</li> </ul>	

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Outcome Type	Positive Outcomes	Negative Outcomes
	<p>levels, improve early-grade teaching, and increase teacher accountability.</p> <ul style="list-style-type: none"> <li>• Since 2021, peer teacher collaboration and targeted literacy professional development, further expanded upon in the CIP approach at School M (Province 4), have led to more differentiated reading instruction and student progress.</li> <li>• VAESP-funded CIP training and the new Provincial Curriculum Implementation Officer role in Province 4 have strengthened curriculum delivery for Years 1–3, replacing ad hoc support with coordinated training, monitoring, and clearer expectations for recording student progress against learning outcomes.</li> </ul>	
Indirect VAESP	<ul style="list-style-type: none"> <li>• Cumulative curriculum training from 2017 to the present day at School E (Province 2) has strengthened teaching quality, with parents observing improved support for children with learning challenges, higher student confidence and performance, and stronger school-community collaboration through the School Committee Association.</li> <li>• In 2021, the teachers in Province 4 implemented the new curriculum, pushing teachers to be more independent, with new systems to track the progress of their students' achievements against learning outcomes.</li> <li>• Since 2021, curriculum training has strengthened teacher confidence at School F (Province 2), encouraged more participatory and interactive lessons, and fostered peer collaboration.</li> <li>• In 2022, parents and teachers at School C (Province 1) noticed children had improved comprehension after using Bislama in earlier years of learning.</li> <li>• In 2024, with continuous assistance of the school grants, the principals at School O (Province 4) had more resources to use in their teaching approaches, which enabled student engagement that led to improved student achievements.</li> </ul>	<ul style="list-style-type: none"> <li>• The revised national curriculum has improved lesson planning by providing more detailed guidance at School G (Province 2), but francophone teachers face a significant barrier due to the need to translate Bislama-language teacher guides into French and the resulting challenges in using them.</li> <li>• Over the last 5 years, School A (Province 1) has been teaching Bislama in early primary alongside two other languages, and as a result, students' performance has been negatively affected.</li> <li>• In 2024, teachers at School B (Province 1) began using more Bislama-based reading materials but lacked access to follow-up support for implementing the language changes, which led to confusion in implementing the language policy and declining academic results.</li> <li>• Following the introduction of the new curriculum, which aligns with MoET's Language Policy and delays formal English instruction until Term 3 of Year 3, teachers at School D (Province 1) have observed that many students enter Year 4 unprepared for English-medium learning.</li> </ul>

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Outcome Type	Positive Outcomes	Negative Outcomes
	<ul style="list-style-type: none"> <li>In 2019 and 2020, MoET introduced the grant to kindergartens, which enabled the School N (Province 4) kindergarten to spend the grant on school stationery, resources, and a playground, leading to increased enrolment and enabling students to improve their literacy and numeracy skills.</li> <li>School M (Province 4) has used school grant funding to transform its teaching and learning environment, investing in essential teaching resources, technology, and staff housing.</li> <li>At School G (Province 2), the school grant enabled the purchase of essential learning materials and the payment of community teachers, ensuring continuity of teaching and adequate classroom resources.</li> <li>The school grant, provided through MoET, has improved learning conditions and increased enrolment at School H (Province 2) by funding essential resources, furniture upgrades, and minor infrastructure repairs.</li> <li>At School E (Province 2), school grants have enabled significant improvements in learning conditions, resources, and infrastructure, including renovated classrooms with ceilings, new furniture, learning materials, and a dining hall.</li> <li>In the last few years, School A (Province 1) increased its resources available to students, including stationery, classroom furniture and a photocopier.</li> </ul>	<ul style="list-style-type: none"> <li>Since 2019, after the curriculum reform, teachers at School E (Province 2) have been frustrated and confused by the curriculum being in Bislama while instruction is in English.</li> <li>Since 2020, teachers at School F (Province 2) have highlighted challenges in translating curriculum materials from Bislama into French, resulting in delays in lesson preparation.</li> <li>In 2023, teachers at School G (Province 2) began translating Bislama curriculum guides into French, leading to delays in lesson preparation and concerns about translation accuracy.</li> <li>Between 2020 and 2025, teachers and parents at School H (Province 2) reported difficulties with the transition from vernacular to English in Year 4, leading to reduced comprehension, behaviour issues, and concerns about dropout.</li> <li>The transition to the vernacular-based curriculum has improved oral participation in Bislama at School I (Province 3), but has reduced students' ability to read, write, and express themselves in English.</li> <li>Since the shift to a Bislama-based curriculum, Francophone teachers at School J (Province 3) have struggled to teach literacy without French translations or adapted activities.</li> <li>Since the introduction of Bislama as the language of instruction in the early grades, students in francophone streams at School K (Province 3) have shown declining proficiency in French, with some reaching upper primary and even lower secondary levels still unable to read fluently.</li> <li>In 2025, the introduction of Bislama as the early language of instruction under the new curriculum at School L (Province 3) created tensions in the francophone stream,</li> </ul>

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Outcome Type	Positive Outcomes	Negative Outcomes
		<p>with teachers and the principal reporting a decline in foundational French vocabulary and literacy.</p> <ul style="list-style-type: none"> <li>• The language of instruction has been challenging for teachers at School M (Province 4), creating confusion about how to teach and how to use the resources, which are written in Bislama.</li> <li>• From 2019 to 2024, School N (Province 4) saw shifts in language policy enforcement, with increased emphasis on using English and French in lower grades, but this led to confusion and unclear evidence of improved literacy outcomes.</li> <li>• In the last 5 years, teachers in School O (Province 4) have experienced and observed a disorganised shift in language policy, which has confused teachers about when to use Bislama in teaching, resulting in slower language acquisition among children.</li> <li>• The phase-out of VANLEP, curriculum training programs run through MoET partners and cessation of other key positions in Province 2 have left resource use and compliance largely untracked, risking stagnation or decline in learning outcomes.</li> <li>• In the last five years, teachers at School B (Province 1) were introduced to changes in the curriculum. However, due to a lack of follow-up and rotating teachers, the institutionalisation of new methods in regular teaching practices was not achieved.</li> </ul>
Unrelated	<ul style="list-style-type: none"> <li>• In 2024, 24 ECCE teachers in Province 2 received early childhood training through USP, which led to stronger ECCE teaching and increased male teacher engagement.</li> <li>• Further education enabled ECCE teachers at School I (Province 3) to complete a fully funded USP certificate program, strengthening</li> </ul>	<ul style="list-style-type: none"> <li>• In early 2025, the introduction of personal digital devices for learning at School A (Province 1) also created heightened exposure to online risks and reduced focus on literacy and social engagement.</li> <li>• Provincial education leaders in Province 2 described ICT training for teachers as a key enabler for curriculum delivery, helping staff use online resources and adapt</li> </ul>

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Outcome Type	Positive Outcomes	Negative Outcomes
	<p>their knowledge and skills in early childhood education in an environment fostered by a supportive principal.</p> <ul style="list-style-type: none"> <li>In early 2025, School A (Province 1) teachers began encouraging students to use their own personal devices at home for research and assignments, thereby increasing access to information and supporting independent study. However, it also raised concerns about equity and oversight.</li> <li>Between 2023 and 2025, School I (Province 3) implemented merit-based teacher recruitment and benefited from targeted in-service training supported by the Japan International Cooperation Agency, MoET, and other partners.</li> </ul>	<p>lessons to local contexts, and without access to modern equipment, such as computers, projectors, and whiteboards, it is slowing the integration of technology into classrooms, leaving students disengaged with traditional teaching tools.</p> <ul style="list-style-type: none"> <li>At School E (Province 2), curriculum training improved teacher confidence and ability to adapt lessons for lower-level students. Still, teachers voiced concerns about the rapid turnover of curriculum models, such as the cessation of VANLEP and related resources, which made it difficult to consistently upskill and implement.</li> <li>The Vanuatu Reading Program was launched at School I (Province 3) with promising early training, but incomplete follow-up limited its potential impact.</li> <li>In 2024, a change in school leadership during the national teachers' strike led to a breakdown in internal communication at School J (Province 3), resulting in reduced constructive instructional feedback to teachers.</li> <li>The ongoing teachers' strike has set back progress, with workshops investing in teachers, but then the school lost talent and the investment in Province 3.</li> <li>Since the teachers' strike in the last 12 months, student behaviour at School A (Province 1) has changed, and classes are more difficult to control due to a lack of experienced teachers.</li> <li>Since 2020, school leaders and teachers at School K (Province 3) have observed worsening student behaviour, attributing it to MoET's 'no repetition' policy, which prevents holding students back, the removal of school fees and the lack of costing of curriculum activities.</li> </ul>

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# Annex 9: IO 3.4 Instructional Leadership Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
Direct VAESP	<ul style="list-style-type: none"> <li>In 2024, the principal at School D (Province 1) went to a training on instructional leadership and, based on experience from a previous urban school, then created a new timetable factoring in an additional hour of daily support classes, which teachers championed, and a new school policy to guide operations and reinforce participants.</li> <li>In 2022, the principal at School G (Province 2) implemented weekly lesson-plan reviews and teacher observations following leadership training, leading to improved lesson delivery and teacher support.</li> <li>Since her appointment in 2025, the principal of School N (Province 4) has applied skills from VAESP-supported leadership training to better balance her dual role as teacher and school leader.</li> <li>In 2023, the Provincial Education Office 4’s grants are supporting school priorities, including curriculum training, literacy initiatives, and leadership development.</li> <li>In 2024, the principal at School O (Province 4) returned from the Principal's Conference with a clearer understanding of the province's low literacy outcomes (VANSTA), prompting a school-wide effort to strengthen reading and writing.</li> </ul>	n/a
Indirect VAESP	n/a	n/a
Unrelated	n/a	n/a

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# Annex 10: IO 1.1 Disaster Preparedness and Response

## Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
<b>Direct VAESP</b>	<ul style="list-style-type: none"> <li>Following VAESP-supported ICT training in 2023 at School H (Province 2), the deputy principal implemented stronger disaster preparedness and recovery procedures for school IT systems, safeguarding computers and network infrastructure before, during, and after disasters. School L (Province 3) strengthened its disaster preparedness and learning continuity measures by developing home-learning package systems, installing internet-enabled classrooms, and maintaining operations during cyclone warnings and closures.</li> </ul>	n/a
<b>Indirect VAESP</b>	<ul style="list-style-type: none"> <li>School L (Province 3) strengthened its disaster preparedness by installing water tanks and cyclone shutters, enabling the school to continue operations during water cuts and storms.</li> <li>At School M (Province 4), improved access to school grant funding has ensured a consistent budget for teaching resources and enabled timely cyclone repairs, preventing disruption to learning.</li> </ul>	<ul style="list-style-type: none"> <li>Following the 2024 earthquake, School C (Province 1) sustained damage to its building. As a result, classes had to relocate and split into shifts.</li> </ul>
<b>Unrelated</b>	<ul style="list-style-type: none"> <li>School A (Province 1) increased disaster preparedness through drills and NGO programs and implemented the Child Safeguarding Policy to protect children's rights.</li> </ul>	<ul style="list-style-type: none"> <li>In 2024, the parents at School B (Province 1) expressed heightened fear about sending their children to school following a large earthquake, and as a result, students were kept home from school.</li> </ul>

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# Annex 11: IO 1.2 Enrolment Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
Direct VAESP		
Indirect VAESP	<ul style="list-style-type: none"> <li>In 2023, School D (Province 1) expanded to include Years 9 and 10, attracting more students from surrounding areas and increasing its school grant funding.</li> <li>From 2019 to 2025, School E (Province 2) saw increased enrolment due to the school grant subsidy, which led to classroom expansion and more learning resources.</li> <li>From 2019, provincial officers in Province 2 mentioned there has been an increase in student enrolment in some of the schools due to the school grant program, resulting in more students enrolling and an upgrade to infrastructure.</li> <li>In 2025, enrolment at School I (Province 3) rose to 2,123 students, which the principal attributed to effective teaching in the previous year and increased accessibility through school grants.</li> <li>Reductions in school fees through the national school grant subsidy have contributed to increased enrolment in Province 3, particularly in rural and lower-income areas.</li> <li>In School M (Province 4), there was a noticeable change in enrolment after the school grant came into effect, reducing financial barriers for families.</li> <li>Government subsidies covering school fees for School O (Province 4) have enabled more children to attend school, removing a key financial barrier for many families.</li> <li>Enrolment barriers were reduced in Province 4 thanks to the school grant, which reduced financial barriers for parents.</li> </ul>	<ul style="list-style-type: none"> <li>Since 2019, School A (Province 1) has recorded higher enrolment, which has led to an increase in class size, but then there was an unexplained drop in certain classes, like ECCE.</li> <li>From 2019 to 2025, School C (Province 1) experienced increased enrolment following the implementation of school grants and the earthquake, and as a result, class sizes grew beyond the capacity of the school and the ability of teachers to teach effectively.</li> <li>In Province 1, rising enrolment, driven by population growth and the perception that urban schools offer better education, has increased pressure on urban schools and spurred the opening of new schools, including private providers.</li> <li>The rise in enrolment at School I (Province 3) has led to overcrowded classrooms, reduced teacher attention, behaviour issues with students and declining parental engagement.</li> <li>Since 2022, School L (Province 3) has experienced a rise in enrolment, driven by urban migration and a resurgence of parental trust, with many families transferring children back from private schools.</li> <li>Despite increased enrolment from the school grant subsidy, inequities persist in Province 3 due to space shortages in urban centres, limited trained teachers in rural areas, and administrative challenges.</li> </ul>
Unrelated	n/a	n/a

# Annex 12: IO 3.1 Data Reliability Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
Direct VAESP	<ul style="list-style-type: none"> <li>• Since 2015, the digitisation of school management and finance reporting through OpenVEMIS has transformed provincial workflows in Province 1, enabling monthly rather than quarterly or annual financial reporting, centralising enrolment, staffing, and financial data, and increasing transparency with MoET, parents, and communities.</li> <li>• In 2024, VAESP supported the introduction of teacher registration, delivering awareness sessions nationwide that reached over 1,000 teachers in Province 1.</li> <li>• In 2023, finance training for PEO staff and finance officers in Province 2 improved understanding of financial procedures, digital reporting and OpenVEMIS use, which led to timely reporting and increased school accountability.</li> <li>• The integration of Open VEMIS into provincial school management has improved the timeliness, accuracy, and accountability of financial and administrative reporting in primary and secondary schools in Province 3.</li> <li>• Over the last five years, the provincial staff in Province 4 improved their OV understanding and training skills, resulting in principals appreciating the training and advantages of improving transparency and data use.</li> <li>• In 2023, after receiving digital literacy and Google Classroom and Workspace training, the deputy principal at School H (Province 2) reported improved asset management and created a list of assets to dispose of.</li> <li>• From 2018 to 2025, School I (Province 3) expanded its use of OpenVEMIS to include uploading student marks, council minutes, strategic plans, annual workplans, and asset registers.</li> </ul>	n/a

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<b>Outcome Type</b>	<b>Positive Outcomes</b>	<b>Negative Outcomes</b>
	<p>School L (Province 3) embedded OpenVEMIS into daily school management, using it for student registration, curriculum-linked reporting, and compliance with MoET deadlines, improving transparency and record accuracy, noting some data inaccuracies at the national level, such as TSC registration still exists.</p> <p>In 2023, the acting principal at School M (Province 4) completed finance and OpenVEMIS training, which led to more accurate grant use and improved school-level financial accountability.</p>	
<b>Indirect VAESP</b>	<ul style="list-style-type: none"> <li>In the last year, the new principal at School C (Province 1) started recording attendance in the school classroom, which improved accountability of the teachers and the students at the school.</li> </ul>	<ul style="list-style-type: none"> <li>In 2024, the school principal at School O (Province 4) was not able to complete OV reporting on time, which led to the principal feeling that they were not doing their job effectively, resulting in a lot of pressure on the principal.</li> <li>In the last 5 years, School A (Province 1) has not been able to register students with disabilities in OpenVEMIS, which has resulted in inaccurate reporting in OV.</li> </ul>
<b>Unrelated</b>	n/a	n/a

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# Annex 13: IO 3.2 Infrastructure Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
Direct VAESP	n/a	n/a
Indirect VAESP	<ul style="list-style-type: none"> <li>In June 2025, the principal at School A (Province 1) reviewed the school infrastructure plan following a training.</li> <li>In 2019, the principal in School B (Province 1) invested the school grant funds in the development of library construction, infrastructure upgrades and some expansion of classrooms, which led to students' access to resources and increased enrolment of students.</li> <li>In the last 5 years, with the introduction of school grants at School C (Province 1), the teachers have had improved access to better facilities and office equipment, including a ramp at the school, which led to increased accessibility.</li> <li>School grants in Province 1 have provided a reliable source of income, enabling significant improvements in school infrastructure across the province.</li> <li>Between 2019 and 2025, School E (Province 2) accessed and utilised school grant funds, which led to improved infrastructure and reduced financial barriers for learning.</li> <li>Between 2019 and 2025, School F (Province 2) significantly reduced financial barriers due to the school grant and, as a result, enabled progress in infrastructure development.</li> <li>In 2019, the principal, school bursar, teachers and parents at School H (Province 2) expanded classrooms and built new furniture, resulting in increased access to learning, access to stationery and increased children's attendance at school.</li> </ul>	<ul style="list-style-type: none"> <li>The expansion of School D (Province 1) in 2023 has led to overcrowding, with some classes learning in temporary spaces such as tents, and delays in fund utilisation are slowing improvements to infrastructure and SSP implementation.</li> </ul>

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Outcome Type	Positive Outcomes	Negative Outcomes
	<ul style="list-style-type: none"> <li>• The Provincial Office 2 confirmed that School F was able to build a kindergarten through the school grant, as well as latrines.</li> <li>• (+) Between 2020 and 2023, School L (Province 3) completed extensive infrastructure upgrades — including new classrooms, a renovated administration office, gender-segregated toilets, a new library, and cyclone damage repairs — improving both learning conditions and safety for students in a growing urban area.</li> <li>• (+) From 2021 to 2025, School M (Province 4) used school grants to improve infrastructure, purchase learning resources, and pay temporary staff, which made education free and accessible and helped students learn despite crises.</li> <li>• (+) Between 2020 and 2024, School N (Province 4) began receiving and effectively using government grants for ECCE, which improved access to resources, built new playground equipment, and made preschool free.</li> <li>• (+) In 2023, School O (Province 4) used its school grant to take a loan and install solar power, providing electricity for printing and classroom lighting, which improved lesson preparation and student access to printed materials.</li> </ul>	
Unrelated	n/a	n/a

# Annex 14: IO 3.3 Financial Planning and Risk Management Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
Direct VAESP	<ul style="list-style-type: none"> <li>In 2024, staff at School D (Province 1) developed an SSP for 2025–2027, which was subsequently approved by the school council, providing a clear framework for guiding school priorities and decision-making.</li> <li>In 2020, following Leadership and Management Training, School E (Province 2) implemented a unified SSP aligned with financial planning, which led to clearer staff roles and stronger school governance. Provincial Education staff in Province 2 improved their understanding and skills to support school principals in developing SSPs and aligning them with the MoET Corporate Plan, which resulted in improved planning at the school level.</li> <li>In 2021, the bursar at School A (Province 1) began managing grant reporting through OpenVEMIS after attending provincial training sessions, which led to improved financial accountability and school planning.</li> <li>In 2022, the school grant management and learning materials supported the principal at School G (Province 2) to understand the grant requirements before grant release to the school.</li> <li>School-level financial management in Province 2 has strengthened since the introduction of VAESP-supported financial management training and the rollout of a standardised finance manual in 2023.</li> <li>Between 2019 and 2025, school financial management and principal accountability in Province 3 improved markedly.</li> <li>Since completing MoET/VAESP finance and Open VEMIS training, the principal of School M (Province 4) has improved the</li> </ul>	n/a

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<b>Outcome Type</b>	<b>Positive Outcomes</b>	<b>Negative Outcomes</b>
	<p>school's financial management, ensuring grant funds are recorded and used in line with guidelines.</p> <ul style="list-style-type: none"> <li>School N's (Province 4) principal applied leadership and financial management skills learned in recent management training to improve school operations, strengthen financial accountability, and increase confidence in using Open VEMIS for grant management.</li> </ul>	
<b>Indirect VAESP</b>	<ul style="list-style-type: none"> <li>At School H (Province 2), the school grant enabled the purchase of essential learning materials and the payment of community teachers, ensuring continuity of teaching and adequate classroom resources.</li> <li>From 2020 onward, the Provincial Education Office 4 delivered finance training with VAESP support, leading to consistent OpenVEMIS reporting by principals and improved transparency in school financial management.</li> <li>Following the teachers' strike and a loss of teachers, School C (Province 1) was able to provide continuity of teaching by using its own funding to hire School of Education graduates and provide in-house training by school leadership.</li> <li>In 2023 and 2024, the school grant at School G (Province 2) was used to retain community teachers post-strike and replenish learning materials, which led to sustained learning despite staff shortages, although there are some delays in grants reaching schools.</li> <li>Following staff shortages linked to the national strike, the principal at School O (Province 4), with guidance from the PEO, negotiated with the School Council to appoint and fund two replacement teachers using school grant funds.</li> <li>Between 2021 and 2024, VAESP school grants were used by the schools in Province 4 to hire temporary teachers in the midst of the teachers' strike, purchase ECCE learning materials, resulting in improved student access to learning resources and enrolment.</li> </ul>	<ul style="list-style-type: none"> <li>The MoET-supported school grant has removed major financial barriers for families with students at School F (Province 2), enabling financial fluidity in planning school projects, noting that the pace and extent of improvements vary between schools, influenced by the leadership styles and initiative of individual principals.</li> <li>From 2019 to 2025, teachers in School C (Province 1) faced difficulties with students' resources due to high enrolment. They were unable to access school grant resources, resulting in teachers using their own money to purchase learning materials and bringing their own projectors to school.</li> </ul>

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<b>Outcome Type</b>	<b>Positive Outcomes</b>	<b>Negative Outcomes</b>
<b>Unrelated</b>	n/a	<ul style="list-style-type: none"> <li>In the last 5 years, School B (Province 1) has collected less income from school fees due to the increase in school grants, which has led to shortages in some school budget needs.</li> <li>In 2024–2025, the prolonged national teacher strike forced School L (Province 3) to divert its operational grant funding to pay salaries for 10 replacement teachers, significantly reducing resources for materials, maintenance, and other operational needs such as addressing overcrowding.</li> </ul>

# Annex 15: IO 3.4 Administrative Leadership Outcome Statements

Outcome Type	Positive Outcomes	Negative Outcomes
Direct VAESP	<ul style="list-style-type: none"> <li>In June 2023, the principal at School A (Province 1) adopted new leadership strategies after attending MoET, SBM, and VAESP leadership training, which led to stronger staff coordination, improved student management, and enhanced community trust. (D)</li> <li>In 2023, the School C (Province 1) leader started implementing management tools such as teacher training and tracking attendance, which led to improved accountability and a shared and collaborative culture within the school. (D)</li> <li>Since 2020, the principal of School M (Province 4) has applied leadership skills gained through MoET/VAESP training to build stronger partnerships with parents and the community. (D)</li> <li>In 2025, the school leaders at the Provincial Office 4 graduated with leadership and management certificates at APTC. As a result, the graduates were observed to be more independent and implemented what they learned to improve the office culture. (D)</li> <li>The principal actively promoted gender-inclusive leadership by supporting the deputy principal at School L (Province 3), a woman, to attend targeted women’s leadership training, leading to significant gains in her confidence, competence, and professional performance. (D)</li> <li>Since 2024, SBM has delivered demand-led training to school councils in Province 1 to strengthen their understanding of the management manual, roles, and responsibilities. (D)</li> <li>Between 2024 and 2025, the Leadership and Management Training introduced by MoET, SBM, and VAESP in Province 1 significantly strengthened the capacity of school leaders and provincial officers.</li> </ul>	n/a

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<b>Outcome Type</b>	<b>Positive Outcomes</b>	<b>Negative Outcomes</b>
	<ul style="list-style-type: none"> <li>Province 3 Education staff recognised improved leadership of principals who had undergone training through VAESP, with changed planning, budgeting, and human resource management roles.</li> </ul>	
<b>Indirect VAESP</b>	<ul style="list-style-type: none"> <li>In 2024, the principal at School D introduced operational guidelines for the school, resulting in increased student attendance and improved academic results for Year 10 students.</li> <li>From 2019 to 2025, the principal and deputy at School H (Province 2) made strategic decisions to improve enrolment, infrastructure, and access to learning materials, which led to increased school attendance and stakeholder trust.</li> <li>In early 2025, the new principal at School K (Province 3) restructured her role to focus fully on school leadership after finding it unmanageable to both teach and serve as principal.</li> </ul>	n/a
<b>Unrelated</b>	<ul style="list-style-type: none"> <li>The principal at School L (Province 3) fostered a culture of team unity, open communication, and teacher protection, resulting in stronger morale and inclusive decision-making.</li> </ul>	<ul style="list-style-type: none"> <li>Differences in recruitment pathways for principals are influencing school leadership performance in Province 3.</li> </ul>

