



GOVERNMENT OF SAMOA
MINISTRY OF EDUCATION, SPORTS & CULTURE



EDUCATION FOR ALL

2015 Review



SAMOA

Table of Contents

MESSAGE	3
FOREWORD	4
ACRONYMS	5
ACKNOWLEDGEMENTS	6
EXECUTIVE SUMMARY	7
CHAPTER 1	9
Introduction	9
1.1 Background	9
1.2 Education Development	9
1.3 Educational Policies and Law	15
CHAPTER 2	18
Analysis of Six EFA Goals	18
2.1 Early Childhood Education and Care [ECCE]	19
2.2 Universalisation of Primary Education	23
2.3 Life Skills and Lifelong Learning	30
2.4 Adult Literacy	40
2.5 Gender Parity and Equality	44
2.6 Quality of Education	47
2.7 Summary	53
CHAPTER 3	55
Review of EFA Strategies and Sector Management.....	55
3.1 Assessment of EFA Strategies	55
3.2 Enabling/Constraining Factors	56
3.3 Lessons Learned / Best Practices	56
CHAPTER 4	57
Emerging Challenges and Government Priorities	57
4.1 Emerging development challenges.....	57
4.2 National Policy Directions	60
4.3 Implications for future education development	61
4.5 Vision for Education Beyond 2015.....	61
CHAPTER 5	63
Conclusions and Recommendations	63
5.1 Conclusion.....	63
5.2 Recommendations.....	63
REFERENCES.....	65

MESSAGE
MINISTER OF EDUCATION, SPORTS AND
CULTURE

FOREWORD

ACRONYMS

ADB	Asian Development Bank
APTC	Australian Pacific Technical College
AusAID	Australian Aid
CCCS	Congregational Christian Church of Samoa
ECE	Early Childhood Education
EFA	Education for All
ESD	Education for Sustainable Development
ESP	Education Sector Plan
ESP II	Education Sector Program II
EU	European Union
FBEAP	Forum Basic Education Action Plan
FoE	Faculty of Education
GoS	Government of Samoa
ICT	Information and Communications Technology
IEPSD	Inclusive Education Policy for Students Living with Disability
JICA	Japan International Cooperation Agency
MDGs	Millennium Development Goals
MESC	Ministry of Education, Sports and Culture
MoF	Ministry of Finance
MSS	Minimum Service Standards
NCECES	National Council for Early Childhood Education Samoa
NCPF	National Curriculum Policy Framework
NGOs	Non Government Organisations
NUS	National University of Samoa
NTDF	National Teacher Development Framework
NZAid	New Zealand Aid
PaBER	Pacific Benchmarking for Educational Results
PEDF	Pacific Education Development Framework
PSET	Post School Education and Training
PSSC	Pacific Senior School Certificate
PTA	Parents and Teacher Association
SDS	Strategy for the Development of Samoa
SEN	Student Education Number
SMIPBE	Science and Mathematics Improvement Project for Basic Education
SNE	Special Needs Education
SPBEA	Secretariat of the Pacific Board for Educational Assessment
SPECA	Samoa Primary Education Certification Assessment
SPP	Strategic Policies and Plan
SQA	Samoa Qualifications Authority
SSLS	Samoa Secondary Leaving Certificate
SWAp	Sector Wide Approach
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United National Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children's Emergency Fund
USP	University of the South Pacific

ACKNOWLEDGEMENTS

The Samoa 2015 Review Report on Education for All has been published with the support, advice and inputs of many individuals and organization.

Acknowledgment is extended to all Government Ministries and Corporations, institutions and organizations, civil society and individuals for their contribution to this report. Their contributions, more decisively made our task easier than it seemed at first.

We are grateful to the members of the MESC's Core Executive who gave guidance and comments that were crucial to the finalization of the report.

Special thanks to the Government of Samoa (GoS) for their endless support to education, and UNESCO for their guidance, patience and assistance whilst developing this report.

We want to thank members of the EFA Taskforce who volunteered their time to be part of a small group of contributors and reviewers for each of the six EFA goals; they gave valuable insights and provided inputs that are reflected in each EFA goal.

EXECUTIVE SUMMARY

The preparation of the report started in October 2013 by the Policy, Planning and Research Division of MESC. The EFA Task Force was formed in November 2013.

This report is a compilation of findings on the status of the EFA Action Plan since 2000. It highlights the achievements and identifies challenges that need to be considered beyond 2015.

It is anticipated that this report will provide MESC and the education sector a clear direction for development and decision making in the provision of quality effective and efficient education developments and services. Ultimately it will provide the government of Samoa sound measures to continuously support educational enhancement.

The EFA Task Force was reconvened in November 2013, comprising selected officers from within the MESC, approved by the MESC Core Executive. The Task Force consists of 17 people. The Assistant Chief Executive Officer (ACEO), PPRD is the Chairperson and the MESC Core Executive is the managing body.

Information and data collected to prepare this report was obtained from data and documents provided by MESC, Government Ministries, Authorities and NGOs.

This Report comprises 5 Chapters:

Chapter 1 - Introduction

Chapter 2 - Tracking Progress

Chapter 3 - Review of EFA Strategies and Sector Management

Chapter 4 - Emerging Challenges and Development Priorities

Chapter 5 - Conclusion and Recommendations

The 2015 Review Report covers the period from 2000 to 2014. The report assesses the progress of Samoa's achievement towards the six EFA Goals, endorsed in 2000, at the World Education Forum in Dakar, Senegal.

The following are the six EFA goals, highlighting some of the content:

Early Childhood Education

ECE in Samoa is provided mainly by NGOs. The participation rate remains low, with the actual number assumed to be higher because of the known existence of community-run, unregistered pre-schools.

Little is known about how equitable the current provision of ECE provision is or how good the quality of what is offered for those enrolled. Anecdotally, the quality is highly variable as a result of many contributing factors.

Achieving Universal Primary Education

Most children go on to complete the full cycle of eight years of primary education. Primary drop-out rates have been low over recent decades, with current rates showing remarkably no children at all dropping out in 2013.

Life Skills and Lifelong Learning

In addition to formal schooling, civil societies play an important role in the delivery of basic education. These include 'ā'oga faifeau' that supplement regular education and NGOs and church groups that provide second chance educational programs for early school leavers.

MESC has incorporated into schools practical subjects and TVET programmes to meet the learning needs of all students and of the economy.

The 2011 Census indicated that 5.7 percent of the economically active persons 15 years and over were not employed. Majority of this number are males accounting for 67.1% while female accounted for 32.9%.

Literacy

The official reported literacy level of Samoans is very high. The results of the 2011 Population and Household Census Report indicated that 98 percent of the populations 15-24 years old are literate with females a little more literate than males.

Gender Parity and Equality

National and international policies and frameworks which focus on improving the situation of women and girls do not reflect the situation in Samoa. Gender parity exists at the primary level, but at the secondary and tertiary levels, females dominate enrolment. A concern also is that of the performance of boys. There is a likelihood that more males will repeat and less likely to survive to Year 8. More males are less likely to complete, secondary and tertiary education as compared to girls. There are concerns over reverse gender gap due to links to higher risk of male unemployment, crime and violence against women and children.

Quality Education

Improving the quality of education is highlighted in the SDS and in the newly developed Education Sector Plan. This priority is reflected in the formal formation of the Education Sector to promote the achievement of high quality education and training to meet the national socioeconomic and cultural goals of the government and country.

The quality of education is depended on several factors. Teacher shortage remains a challenge. Literacy and numeracy rates need to be addressed. School facilities, equipment, teaching and learning materials, and teacher training have improved over the years with the assistance of the Government and development partners.

CHAPTER 1

Introduction

1.1 Background

1.1.1 Country Context

The Education Sector of Samoa serves a population of 187,820¹ on a land area of 2,820 km² (43% arable) comprising the two main islands of Upolu and Savai'i and eight small islands. 76% of the population lives in Upolu, with 20% in the urban area of the capital city, Apia.

Samoa is a middle-income country with a per capita GDP of SAT\$8,299² in 2011, a population annual growth rate 0.8% and a Human Development Index of 0.688, placing Samoa 99th out of 187 countries, in the medium human development group. The 2008 Samoa Poverty Report highlighted education in regard to high user costs, over and above school fees, and 'with many young men in the rural areas being frequently less well educated and thus unable to get anything but the lowest paid employment, if such employment is even available. The cycle of poverty can therefore be perpetuated. Education is therefore one of the most critical issues.'

Only around 12% of Samoa's total population is engaged in formal paid employment. Two-thirds of the potential labour force is absorbed by subsistence village agriculture, a dominant sector in the Samoan economy. Samoa is reliant on foreign imports and has a large trade deficit. The economy is largely driven by tourism (20-25% of GDP), remittances (25% of GDP), and foreign aid. Private sector growth is constrained by a narrow resource base, including a scarcity of skilled labour.

Economic growth, averaging 1.7% per annum prior to cyclone Evan in December 2012, has now - largely as a result - slowed to 0.8%. Employment has also been affected by a downturn in the manufacturing sector and a reduction of the operations of Samoa's single largest private employer (exporting motor vehicle parts) due to the global downturn and the 2011 Japanese earthquake and tsunami. Agriculture and tourism are seen as offering potential for growth in domestic consumption, exports and employment creation.

Samoa is widely seen as a model Pacific nation in terms of governance. Its policy framework encompasses some of the best in the region, including a comprehensive development strategy backed by an outputs-based budget linked to costed sector plans.

1.2 Education Development

1.2.1 Role of Education in the Context of National Development

The Strategy for the Development of Samoa (SDS) is the basis for government ministries, corporations and state owned enterprises to formulate their corporate plans and performance targets. The current SDS 2012-2016 has as its theme, "boosting productivity for sustainable development", and its vision is "improved quality of life for all."

Education is crucial to the vision of "improved quality of life for all" under the current Strategy for the Development of Samoa (SDS) 2012 – 2016, as the seventh SDS Key Outcome of 'Improved Focus on Access to Education, Training and Learning Outcome'. The aim is to increase and broaden access to education, ranging from Early Childhood Education (ECE) to Post School Education and Training³ [PSET] in both formal and non-formal institutions as well as ensuring the gradual integration of inclusive education. It is envisaged that the successful implementation of the key strategic areas will lead to improvements in other social areas such as

¹Most of the data in this section is from the Samoa Bureau of Statistics 2011 Population and Housing Census

² Extract from Samoa Bureau of Statistics 2011 Population and Housing Census in the Samoa Education Sector Plan 2013 – 2018. Apia, Samoa

³ Samoa Education Sector Plan (2013). Apia, Samoa

nutrition, better livelihood opportunities and ultimately reduced criminal activity.

SDS 2012-2016 identifies the Strategic Areas for the Education Sector as follows:

- 1 Progress Quality teaching and learning at all levels;
- 2 Access to relevant educational and training opportunities at all levels;
- 3 Strengthen linkages between education and training development to national goals;
- 4 Improve coordination of planning and policy development at all levels; and
- 5 Upgrade facilities and resources and sustain efficient management across the sector.

SDS 2012-2016 also lays an emphasis on the effective implementation of development strategies aimed at seven national development goals. The third of these goals is 'Improved Education Outcomes'. The SDS notes moves toward a sector plan and sector-wide Medium Term Expenditure Framework.

Over the years, the scope of institutions and agencies operating in the education sector has increased. The number of Early Childhood Education (ECE) centres has increased. Schools and Post School Education and Training (PSET) providers have expanded the scope of their work to include vocational skills and training.

The Public Sector Reform process involves strengthening performance and management capacity at all levels of government, including the development of performance monitoring approaches. Education is identified as a service, and one of the critical core functions of Government is to ensure that access to quality public education is guaranteed for all Samoans.

1.2.2 Education in Samoa Today

The education sector comprises: government and non-government primary and secondary schools; early childhood education (ECE); post school education and training (PSET) of which the largest provider is the National University of Samoa (NUS); and the policy, planning and regulation bodies – MESC for schools and ECE, and the Samoa Qualifications Authority (SQA) for PSET.

Early Childhood Education

There are 97⁴ ECE centres with a total enrolment of 1,909 girls and 1,721 boys of ages between 2 to 6. Some ECE centres are owned and run by pastor's wives, some by school boards of the local community and others are privately owned. Some activities in ECE are carried out by the MESC but this sub sector is largely the responsibility of an NGO, the National Council for Early Childhood Education Samoa (NCECE). The Education Act 2009, which became effective in February 2010, substantially recognizes the formation of regulations for the establishment and registration of ECE Centres.

Primary education from years 1 to 8 is compulsory for children between the ages of 5 and 14 under the Education Act 2009. This is in accordance with Samoa's commitment to the Millennium Development Goal (MDG) of universal completion of primary education. The former year 8 national exam has been replaced by the Samoa Primary Education Certification Assessment (SPECA) which is designed to better fulfill the assessment policy framework that targets assessment as learning. The instrument targets the pedagogical, managerial, and communicative functions of educational assessment. It was also developed to achieve the goal of equity in the Samoa education system. In 2012, there were 18,514 girls and 21,124 boys enrolled in primary education in a total of 171 schools (including joint primary/secondary schools).

Secondary education covers years 8 to 12 after which students sit the Samoa School Certificate (SSC), after which successful students can attend a further year to sit the Samoa Secondary Leaving Certificate (SSLC). In 2012, there were 8,604 girls and 7,970 boys in a total of 43 secondary schools (including joint primary/secondary schools).

Post-school Education and Training 'encompasses a diversity of areas that include tertiary education level at university, pre and in-service professional education, technical and vocational education and training,

⁴The data on early childhood, primary and secondary education is from the MESC Education Statistical Digest 2013

theological and providers of religious instruction, apprenticeship, non-formal and on the job training⁵. In 2011, a total number of 2,269 female students and 2,011 male students enrolled in formal PSET providers either registered or listed with SQA.

Table 1 shows the number of ECE centres, primary and secondary schools and PSET providers according to their ownership.

Table 1: ECE Centres, schools and PSET providers in Samoa⁶

Level	Type	Government	Mission	Private	Other	Total
ECE Centres			42	35	20 (Community)	97
Schools ⁷	Primary schools	142	17	6		165
	Secondary schools	24	12	1		37
	Joint Primary/Secondary	-	4	2		6
	Total	166	33	9		208
PSET Providers ⁸	Registered & Listed Formal ⁹	2	16	9	2 (Regional)	30
	Listed Non Formal ¹⁰			8		8
	Total	2	14	15	2	37

Source: Samoa Education Plan 2013 – 2018

The two regional PSET providers are the University of the South Pacific (USP) Alafua Campus and the Australian Pacific Technical College (APTC). The National University of Samoa (NUS) is the largest government PSET provider in Samoa. The NUS was established by the Act of Parliament 2006¹¹ to provide a centre of excellence in the study of Samoa, the Samoan language and culture and tertiary level education that is relevant to the development of the economy and people of Samoa.

NUS combine the provision of higher education and TVET, combining the former Institute of Higher Education and Samoa Polytechnic. NUS now have five Faculties plus the Centre of Samoan Studies and the Centre for Professional Studies and Continuing Education (Oloamanu Centre). The Faculty of Education is the sole Samoan provider of pre-service teacher training for Samoa's primary and secondary schools, with support for secondary teachers by other four faculties. The Faculty of Applied Sciences, besides provision of higher education for nursing and health science courses, is the main government provider of Technical and Vocational Education and Training (TVET). Business education is provided through the Faculty of Business and Entrepreneurship. The NUS Centre for Samoan Studies is also the Research Center of the university as well as providing courses in Samoan Language and Culture. The NUS Oloamanu Center was established by the university in 2006 to facilitate formal continue education and professional development, through in-country training in accordance to training needs analysis by employers in both government and private sector organisations.

1.2.3 Development in Education since 2007

Discussed below are the major interventions in the education sector of the recent past.

1.2.3.1 Sector-wide Approach

The Government of Samoa has adopted the concept of sector wide planning for government ministries including education with the following advantages:

- Improved planning of services within the education sector
- Integration and linkages of services within the sector
- Harmonized service delivery and improved efficiency and value for money

⁵ PSET Strategic Plan 2008-2016, p.16

⁶ MESOC Education Statistical Digest 2013

⁷ MESOC Statistical Digest 2012

⁸ SQA: Post School Education & Training Statistical Bulletin 2013

⁹ Number of registered & listed formal PSET providers as of October 2013

¹⁰ Number of listed NFL providers as of October 2013

¹¹ The Act of Parliament was passed in 1984, and was later amended as the NUS Act 1997, and more recently the National University of Samoa Act 2006 taking into account the merger with the Samoa Polytechnic. It was further amended in 2010.

- Providing a strategy for sectoral development and priority setting for government
- Facilitating international development assistance to support the Government of Samoa priorities
- Providing support to the sector member agencies
- Coherent collective advice to the Ministry of Finance (MoF) on how best to allocate funds to the sector
- Provision of information and promotion of developmental priorities on behalf of the sector as a whole

The Education Sector comprises all providers of education and training both formal and non-formal as well as all government agencies that have responsibility for policy, planning, funding and quality assurance. The sector covers four levels of education namely:

- Early Childhood Education (ECE);
- Primary schools;
- Secondary schools;
- Post school education and training (PSET), which includes Higher Education.

1.2.3.2 Education Sector Plan (ESP) July 2013 – June 2018

The ESP 2013-2018 reflects the government's concern and policies for the educational welfare and development of all our people. It brings together previous macro-level national plans that did not recognise Education as a sector of its own. In doing so, it aims to ensure that education makes a positive and permanent contribution to our national development plans and to achieving the international development goals. Driven by the continuing need for improved access, equity for all and provision of quality educational opportunities, the ESP 2013-2018 also reflects our determination that lasting benefits will only be derived through improved efficiency, effectiveness and value for money.

1.2.3.3 Education Sector Programme II

The goal of ESP II is the establishment of a more equitable and effective education system that enhances learning outcomes of young people for further study, work, and adult life. The programme has 5 components¹²: (i) curriculum reform and assessment systems; (ii) developing effective teachers; (iii) improving access to quality education; (iv) strengthening capacity to undertake research, evaluation, policy analysis and planning; and (v) strengthening capacity to implement and manage development projects. Added to these components is component 6 known as SchoolNet focusing on enhancing quality of education by delivering the curriculum, assessment, learning materials, teacher training and learning through information and communications technology (ICT). Highlights of the achievements of ESP II:

- **New bilingual primary curriculum**

One of the major reforms being implemented is the introduction of a New Bilingual Primary Curriculum. This is complemented by the development of a Bilingual Policy. The policy not only focuses on the English language but also places emphasis on the Samoan language.

The new outcomes-based curriculum is student-oriented and contextualized to the changing needs of Samoan students and society. It clearly outlines the need for Samoan to be taught from Year One to Year 13 to ensure that our students retain and learn about the importance of our language and to master the basics from an early age. Being able to read and write in Samoan is a major contributing factor to success in all other subjects.

- **National Teacher Development Framework (NTDF)**

¹² Samoa Education Sector Plan July 2013 – June 2018

The quality of the teaching force is one of the many factors determining student-learning achievement. A NTDF is a comprehensive system for development and management of high quality school teachers. It includes the development and implementation of legislation governing registration, standards, remuneration and a professional development strategy¹³. It aims to improve quality by improving teachers' commitment, motivation and morale as well as their professional skills.

The NTDF provides a policy framework for teacher management, professional standards and development as well as conditions of work and salary negotiations. Implementation enables the Teachers' Bill to formalise the establishment of the Teachers Commission and the enforcement of the Teacher Registration system.

The implementation of the NTDF enables the teacher appraisal process, and to diagnose teacher development needs and to monitor teacher practices and to evaluate the impact of student learning.

1.2.3.4 Samoa School Fees Grant Scheme (SSFGS)

Primary:

SSFGS was launched in 2010 with financial and technical assistance from the Governments of Australia and New Zealand to provide grants to primary school in lieu of school fees. Originally supporting the establishment and implementation of Minimum Service Standards (MSS), its targets¹⁴ include:

- (a) The reduction of the financial burden of schooling for parents, and
- (b) Transferring part of the responsibility of school performance to schools through reliable funding of school improvement plans to meet MESC's MSS.

The programme includes the transfer of funding from development partners to MESC's budget with donor funding to cease in financial year 2014/2015.

Since the beginning of the scheme, there have been tremendous improvements in terms of resourcing schools with learning and teaching materials. School Principals are empowered to make decisions on key priorities to purchase to support learning in the classrooms. The SSFGS has also fostered better working relationships between schools and their communities. In the long term, it is envisaged that the investment will contribute to the improvement of learning outcomes in our primary schools. As well, there has been an increase in the enrolment numbers in the different year levels.

Secondary:

The secondary scheme was launched in July 2013 to extend school fee grant to secondary schools with financial assistance from the Government of New Zealand. The programme involves a gradual transfer of funding from development partners to MESC's budget, with donor funding to cease in the financial year 2016/2017.

The scheme is only in its first year of implementation, and has been instrumental in providing the needed resources for the schools. Principals are empowered to make decisions on what the priorities of the school are, to assist in procuring learning materials to support learning in the classroom.

1.2.3.5 Samoa Inclusive Education Demonstration Programme (SIEDP)

SIEDP is a 5 year project with funding from the Government of Australia. Implemented from 2009 – 2014, the project demonstrates a model of service provision for girls and boys with disabilities for inclusive education which can be replicated and supported by the Government of Samoa in its future programme development.

¹³ National Teacher Development Framework

¹⁴ Samoa Education Sector Plan July 2013 – June 2018, p. 16

In the implementation of SIEDP, an enabling environment for inclusive education is further developed, with the aim to reach those children and young people currently not in education. This includes students with disabilities, and those from families' living in disadvantaged circumstances who have not been able to ensure their children's participation in education. Current work focuses on primary and secondary education with the inclusion of boys and girls with disabilities from rural and remote areas.

The delivery of this programme has been unique with the use of service providers that specialize in working with children with disabilities.

The programme focuses not only on facilitating access to mainstream schools for children with a disability, but also ensuring that the institutions are equipped to take on the children's needs to retain them and provide a quality education.

1.2.3.6 Pacific Benchmarking for Education Results (PaBER)

The PaBER Program is an initiative that was endorsed by the Pacific Forum Education Ministers Meeting [FEEdMM] in October 2010, funded by AusAID for a pilot of three countries to look into ways to improve literacy and numeracy. The program involves Papua New Guinea, Solomon Islands and Samoa. The aim of the PaBER program is to improve literacy and numeracy levels of children in the Pacific region. It will equip policy makers in Pacific countries with the information and knowledge to drive interventions that will have a real effect on learning results.

PaBER has conducted the first round of Pacific Islands Literacy and Numeracy Assessment (PILNA) Testing and the results have shown a need to relook at the implementation of policies that impact on teaching. These include benchmarking on four key policy domains: (a) Teacher Quality; (b) Curriculum and Materials; (c) School Governance and Management; and (d) Assessment Systems.

1.2.3.7 Minimum Service Standards (MSS)

The call for quality improvement in education is not new. It forms the basis for the Whole School Approach to school Improvement. It brings about three new initiatives to be applied at school level which were: (a) a cyclical annual School Improvement Model; (b) Improvement in the management and organization of the school; and (c) a performance management system linked to school improvement, professional development and MESC priorities.

MSS are the basic expectations of those conditions in a school that will achieve for the learners a quality education. The four areas specified in the MSS: (i) School Environment; (ii) School Management and Learning; (iii) Teacher Professional Knowledge, Practice and Values; and (iv) Student achievement. These areas taken together, the MSS indicate the status of the performance of a school achieving the MSS or quality education.

The implementation of the MSS has allowed schools to improve their school environments both in the physical surroundings and classroom teaching and learning. It has also encouraged teachers to reassess their professional pedagogical needs.

1.2.3.8 Samoa Primary Education Certification Assessment (SPECA)

The former Year 8 national examination has been replaced by the Samoa Primary Education Certification Assessment which is designed to better fulfill the assessment policy framework that targets assessment as learning. The instrument targets the pedagogical, managerial and communicative functions of educational assessment. It was also developed to achieve the goal of equity in the Samoa education system so that the assessment will no longer be used for selection into secondary schools.

1.2.3.9 Samoa Secondary Leaving Certificate (SSLC)

The Samoa Secondary Leaving Certificate replaces the regional Pacific Senior School Certificate (PSSC) that was administered by the Secretariat of the Pacific Board for Educational Assessment (SPBEA). The development of the localization started in 2012 with the Internal Assessment component fully administered in Samoa to make way for the full localization of the examination in 2013. All examinations are locally set and marked.

1.2.3.10 SchoolNet and Community Access Project

The SchoolNet and Community Access Project is funded by a grant from the Asian Development Bank [ADB] to improve the quality of education and teacher support in Samoa through interconnection of local schools and creation of community access facilities, and to enhance an enabling environment for poverty reduction in the rural communities of Samoa by improving the quality of education outcomes by strengthening teacher competence training/program through providing ICT connection to local schools and creation of community access facilities.

Equipment and e-resources have been delivered, and installed in senior secondary and colleges around the country. Teachers and students are using the equipment and e-resources to further understanding and easy access to learning materials.

1.3 Educational Policies and Law

1.2.1 Samoa Constitution

The Constitution of Samoa was adopted in 1961 and enacted in 1962. The Constitution guarantees the right to education, but does not specifically indicate it. However, it implies that education should follow bilingualism.

1.2.3 National Policies and Laws

These are the major policies and laws that guide education in Samoa:

1.2.3.1 Bilingual Education Policy

The vision for Samoa's education system is bilingualism. It seeks to ensure additive bilingualism, that is, the continuing development and maintenance of Samoan language whilst acquiring English with both languages developing high levels of proficiency.

The goal of the new Samoan bilingual primary curriculum is for students to be able to learn the content of all their subjects in both English and Samoan. It is often felt that the teaching of the language will only occur in the actual language subject classes, and in the other content classes language is not important. However, in a system where there is just one language, it is now recognized that a great deal of the learning that takes place in the content classes is actually language related.

The policy distinguishes between two situations:

- where English and Sāmoan are taught as subjects, or as languages to be learnt by the student
- where English and Sāmoan are used as languages for the teaching of another subject (e.g. maths).

The key provision addressed by the new policy is the 'language of instruction' or the 'medium of instruction' provision. These are stipulated below:

Figure 1: Medium of Instruction (Mol) Provision

Year	Content subjects (Maths, Science, Social Studies, Health and PE, Expressive Arts)	Sāmoan language class (hrs/week)	English language class (hrs/week)
1	100	0	7.5
2	90	10	7.5
3	80	20	5
4	70	30	5
5	60	40	5
6	50	50	5
7	50	50	5
8	50	50	5
9	50	50	4
10	50	50	4
11	50	50	4
12	50	50	4
13	50	50	4

Source: MESC, Bilingual Education Policy Handbook.

1.2.3.2 Compulsory Education Act 1991/1992

The Compulsory Education Act was in place since 1992 but not strictly enforced. The Act stipulates that children between the ages of 5 – 14 should be at school. They are to remain in schools until they complete Year 8 or earlier if reaches the age of 14 years.

Initiatives in place to address the enforcement of compulsory education include the realization of the Education Act 2009 allowing government to fine parents for children not at school. In 2010, the SSFGS was introduced to assist parents financial to cover payment of school fees.

1.2.3.3 Education Act 2009

The Education Act 2009 binds the State to regulate and makes provision for school education and early childhood education in Samoa. The Act enforces compulsory education between 4 years to 14 years old. It also makes provisions for Special Needs Education and Early Childhood Education.

1.2.3.4 Samoa Education Sector Plan July 2013 – June 2018

The Education Sector Plan July 2013 – June 2018 brings together the forward plans of the MESC, the SQA, and the NUS, together with the arrangements and monitoring these plans. It strengthens Samoa's Sector Wide Approach [SWAp]¹⁵, involving all stakeholders in tackling the development needs of the education sector in Samoa. Education is the key to the SDS including the need to improve employment prospects and reduces the scarcity of skilled labour that constraints private sector growth.

The vision of the sector plan is that all people in Samoa are educated and productively engaged. The mission of the agencies supporting the sector is: to promote the achievement of high quality education and training to meet the national, economic, social, and cultural goals of Samoa. The ESP has 5 goals, with associated Sector Outcomes to be achieved by 2018.

1.2.3.5 Strategy for the Development of Samoa 2012 – 2016

The SDS presents Samoa's development vision, its medium-term national development goals, and the key development strategies and priority sectors for the development of Samoa. It is a development agenda for the government, national stakeholders and development partners.

¹⁵ Education Sector Plan July 2013 – June 2018. p. 7

1.2.4 International and Regional Frameworks

The notion of lifelong learning and the need for a holistic and integrated education system is stressed in a number of international and regional frameworks that Samoa has committed to. These are the *Pacific Plan* (2005), *Education for All* (EFA 2000), *Pacific Forum Basic Education Action Plan* (FBEAP 2001), *Millennium Development Goals* (MDGs 2001), and the *Decade of Education for Sustainable Development* (DESD 2005). Samoa is also a signatory to the *Convention for the Rights of the Child* and the *Convention for the Elimination of All Forms of Discriminations against Women*.

EFA focuses on ways of providing basic education to everyone; the MDGs emphasise the challenges of poverty and provide a set of tangible and measurable development goals within which education is a significant input and indicator; the FBEAP stresses the role of basic education in achieving a higher level of personal and society security and development; and DESD promotes a set of underlying values, relational processes and behavioural outcomes which should characterise learning in all circumstances.

The primary context of the implementation of all these initiatives is the national level. To ensure maximum impact is attained, there needs to be closer monitoring and coordination between the national level strategies to meet these initiatives. All sectors are integral to the achievement of these international and regional frameworks.

1.2.4.1 Convention for the Rights of the Child (CRC)

Samoa ratified the CRC on the 29th of November 1994 thereby making a commitment to the child's right to education as stipulated in Article 28 of CRC. Education is recognised to be essential for all children. The article stresses the '*right must be achieved on the basis of equal opportunity*'.

1.2.4.2 Convention for the Elimination of All Forms of Discriminations against Women (CEDAW)

Samoa acceded to the CEDAW on the 24th of September 1992. Article 10 of the CEDAW was stipulated to help women receive all forms of education, health and family planning, to stop stereotyping in school books, encourage the education of boys and girls together and to get women and girls' full participation in sports. By ratifying the convention, the Government acknowledges the strategic objectives contained within CEDAW relating to the elimination of gender discrimination against girls and women.

1.2.4.3 Biwako Millennium Framework: Towards an Inclusive, Barrier-free, Rights-based Society for Persons with Disabilities in Asia and the Pacific [BMF]

The Pacific Islands Forum leaders meeting in 2003 confirmed and endorsed the BMF as a guiding framework for addressing issues of human rights and inclusion of people with disabilities in the Pacific. The Forum also endorsed recommendations of the Pacific Islands Forum Education Ministers who also met in the same year, and made a number of recommendations concerning the improvement of education for children with disabilities.

CHAPTER 2

Analysis of Six EFA Goals

Article 26 of the 1948 Universal Declaration of Human Rights states that *“everyone has the right to education.”* Not only is education a basic human right, it also equips individuals with the skills and knowledge to lead better lives and underpins human development. But education is still not a right recognised by all, and many who miss out on education miss out on the opportunity to improve their lives.

The Education for All movement is a global commitment to provide quality basic education for all children, youth and adults. The movement wanted to bring the benefits of education to “every citizen in every society” to improve educational opportunities in the primary schools and a massive reduction in adult illiteracy by the year 2000

In 2000, the Dakar Framework for Action, endorsing a comprehensive vision for education, anchored in human rights, and affirming the importance of learning at all ages and emphasizing the need for special measures to reach the poorest, most vulnerable and most disadvantaged groups in society by the year 2015. The six goals established in The Dakar Framework for Action, Education for All: Meeting Our Collective Commitments are:

THE EFA GOALS

- Goal 1: Ensuring and improving comprehensive early childhood care and education especially for the most vulnerable and disadvantaged children*
- Goal 2: Ensuring by 2015 all children have access to and complete, free and compulsory primary education of good quality*
- Goal 3: Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes*
- Goal 4: Achieving a 50% improvement in levels of adult literacy by 2015*
- Goal 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015*
- Goal 6: Improving all aspects of the quality and excellence of education with measurable learning outcomes*

The EFA goals also contribute to the global pursuit of the eight Millennium Development Goals (MDGs) adopted by 189 countries and the world’s leading development institutions in 2000. Two MDGs relate specifically to education but none of the eight MDGs can be achieved without sustained investment in education. Education gives the skills and knowledge to improve health, livelihoods and promote sound environmental practices.

2.1 Early Childhood Education and Care [ECCE]

Expanding and improving comprehensive early childhood care and education especially for the most vulnerable and disadvantaged children

2.1.1 Introduction

ECE was first introduced in Samoa in the early 1970's as a private undertaking and community initiative. Official recognition of preschools by Government was given through a Cabinet Approval in 1976. Since then, there has been a rapid growth of preschools, kindergartens and Early Childhood Centres in Samoa.

ECE centres are the responsibility of the private sector under the management of various non-government bodies. In 2013, there were 97 ECE centres run by five NGOs as indicated in Table 2. These include the various churches and religious groups, boards, women's committee groups, individuals and organisations namely; (i) Methodist, (ii) Catholic (iii) Faaea – as part of Congregational Christian church of Samoa (CCCS), (iv) Komiti Tumama, and (v) Private ECE centers.

Table 2: Number of ECE Centres by Controlling Authority, 2013

Year	Number of ECE schools by Controlling Authority, 2013					Total
	Methodist Pre-Schools	Catholic Schools	Komiti Tumama	Faaea Schools	Manulauti/Private Schools	
2013	32	10	3	17	35	97

Source: MESC Statistical Digest 2013

Early childhood care provisions in Sāmoa vary considerably in their quality, accessibility to both students and parents, and their professionalism. It is estimated that less than 10% of the current preschools in Sāmoa adhere to the National Council of Early Childhood Services (NCECES) standards and less than 11% of preschool-aged children in Sāmoa attend a preschool. The NCECES has not been rigorous in ensuring that preschools adhere to the NCECES standards prior to registration. As a result preschools have established themselves according to their own standards, which quite often is well below par. During our visits, we found many of the preschools to be far too small and under-resourced to cater for their enrolments; preschools generally are not child-friendly and have not been designed with children in mind; there is no provisions for inclusive education, and certainly none of the preschools are equipped to deal with students with physical disabilities, for example students in wheelchairs. Levels of qualification and experience of preschool teachers varied considerably with few teachers actually able to produce their teaching certification documents. Adherence to the ECCE curriculum also varies with most preschools never having sighted the ECCE curriculum booklet. Protocols taught to the preschool staff through MESC workshops were poorly followed; and it seemed that staff is slow to adopt new initiatives.

Funding for ECE is provided mainly by the communities through fundraising activities, churches and community members, fees levied, donations and gifts from individuals and families, and donor agencies. An annual per capita grant of \$375,000.00 is provided by the Government to registered ECEs.

Training for teachers has been the responsibility of the NCECE Inc, the Council appointed by Government to oversee ECE in Samoa, and the National University of Samoa's [NUS] Faculty of Education [FoE]. More recently in 2013, the Australia-Pacific Training College [APTC] has offered a hands-on 13 weeks course to up-skill teachers and those working in ECE centres. A second cohort of the programme will graduate in 2014.

2.1.2 Analysis

The overview of ECE in Samoa is shown in Table 3, indicating that 3,639 children attended ECE in 2013. In the same year, 19% of ECE students entered primary school.

Table 3: Overview of ECE

	Response	Reference year
Number of children under the official age of entry to primary school	3,639	2013
Percentage of children entering Grade 1 with ECCE experiences	19%	2013
Enrolment ratios in ECCE services disaggregated by sex	1:1	2013
Total public funding for ECCE services as % of GNP	SAT535,000	2013
Existence of ECCE Act (legal base)	Yes – Education Act 2009	2009

Early childhood education in Samoa is for children from two and half years old to five years old (if birth date falls after 1st July of the school year). Programmes are administered under the umbrella of the NCECE. The MESC continues to work collaboratively with the NCECE to: (i) monitor and enforce the ECE age requirement, (ii) to provide pre-service and in-service professional development for teaching staff, (iii) provide ECE training Certificate for interested candidates and (iv) monitor the effective implementation of curriculum guidelines and resource kits.

Financial assistance given to the NCECE from the Annual Government Grant is for the provision of stationery for ECE centers and assistance in professional developments.

Table 4: GER for ECE

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
GER	97	96	100	86	80	75	104	97	87	86	73	79	73	73
GPI for GER	1.2	1.2	1.02	1.08	1.05	1	1	1.11	1.02	1.05	1.09	1.04	1.03	1.05

Source: MESC Statistical Digest 2013

GER as shown in Table 4 remained above 90% from 2000 until 2007, except in 2003 and 2004. It gradually declined from 2008 until 2010, reaching the lowest of 73 in 2012 and 2013.

GPI for ECE is above 1 over the years. This indicates that females dominate pre schools.

2.1.2.1 Access and Participation

Enrolment for ECE has fluctuated over the years, while the number of ECE Centres declined as shown by Table 5 and 6. As of July 2013, there were 97 registered preschools. A typical ECE Centre has the minimum number of children at 15¹⁶ per trained ECE teacher. ECE caters for approximately 3639 children aged between 2.5 – 5 years in 2013¹⁷. There is access variation across the country. A handful of pre-schools are located in the urban area, the majority are distributed throughout the rural villages. While each ECE Centre has its own origin and identity, its own aims and policies, all are open to every child that wishes access to an early childhood education.

Table 5 shows that the number of ECE Centres registered with NCECES has declined over the years due to ECE Centres failure to comply with national standards. Government has been pushing for one ECE Centre per village as some villages have more than one ECE Centre causing poor attendance in some centres.

Table 5: Number of ECE Centres registered with NCECES, 2003 – 2013

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Number of registered ECE Centres	127	122	121	114	111	102	100	97	101	103	97

Source: MESC, ECE Database

The enrolment levels of children in ECE Centres as indicated in Table 6 have gradually decreased from 4,832 in 2003 to 3,674 in 2012, although highs were experienced in 2006 and 2007. Table 6 also showed that females dominate ECE.

¹⁶ NCECES, Standards for Samoa Preschool, Apia, 2002

¹⁷ MESC, Education Statistical Digest, Apia, 2013

Table 6: Number of children enrolled in ECE, 2003 – 2013

GENDER	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Male	2321	2202	2135	2479	2197	2074	1993	1688	1915	1815	1796
Female	2511	2303	2137	2494	2438	2108	2087	1846	1999	1869	1878
TOTAL	4832	4505	4272	4973	4635	4182	4080	3534	3914	3684	3674

Source: MESOC, ECE Database

2.1.2.2 Quality and Efficiency

Child care-giving in Samoa extends beyond the boundaries of ECE Centres, as families play an important role in this aspect. ECE is typically seen as the main input for preparing children for primary school. For the purpose of this indicator, we are focusing on child care-giving in ECE Centres. The standards for Samoa Pre-Schools states that a class size must be:

- A minimum of 15 students to one trained ECE teacher
- The teacher/pupil ratio is 1:15
- A maximum of 30 students to a trained ECE teacher in-charge, with one assistant

ECE in Samoa is financed primarily by donations from community members, churches and tuition fees. The Government of Samoa provides a per capita grant to preschools. This is 7.5% of \$5,000,000.00 of a government grant to mission, private, ECE and special schools.

ECE Centres offer ECE for children usually on average, for 4 days a week, operating at most, 3 hours a day. Essentially each ECE Centre has their own programmes, timetables and schedule for implementation. Typically, however, the ECE day includes language experiences, music, songs, games, and free play, both indoors and outdoors. Health and good nutrition are encouraged. Some use both English and Samoan, and cultural values such as sharing and respect for others are encouraged. In many ECE centres however, there is a predominance of academic and songs, programmes are often formally structured with teaching methods tending towards rote learning and drilling.

In 2013, there were an estimated total of 311 teachers mostly females. ECE Centres employ their own staffs who are paid by the fees levied, church donations and other funds. Some receive no remuneration and assistance by other people mostly parents are offered voluntarily.

2.1.2.3 Measuring Disparities

There is a high percentage of enrolment in private ECE Centres. Table 7 shows that 50.3 percent of children enrolled in ECE attend private ECE Centres. This is very high when compared with other providers.

Table 7: Distribution of children enrolled in ECE among community groups, 2012 – 2013

Group	2012		2013	
	Number enrolled	% of enrolment	Number enrolled	% of enrolment
Methodist	742	21.2%	915	25.1%
Catholic	442	12.6%	399	11%
Komiti Tumama	83	2.4%	90	2.5%
CCCS – Faaea	472	13.5%	447	12.3%
Private	1,759	50.3%	1788	49.1%
TOTAL	3,498	100%	3639	100%

Source: MESOC, ECE Database

2.1.3 Remaining gaps, issues and challenge

The major constraint facing ECE is the lack of a developmental policy framework with which to clarify resourcing, set minimum service standards, ensure providers are registered and quality assured, and set out a strategic direction for the sub-sector.

The provision of a good and sound educational foundation in the early childhood years is crucial for future learning and development of the children. This is fully recognized by the Government in its education policies. However, in the medium and long term, Government and the Ministry will not have sufficient resources to directly and/or fully fund early childhood institutions. Under the Strategic Policies and Plan nevertheless, measures proposed include exploration of ways to fund ECE teachers' salaries; encourage teachers to which the Ministry can affect Government's assistance, contribution and support to the development of early childhood education.

Funding to support ECE initiatives and development remains a concern. Remuneration for ECE staff has been a long-standing issue with some centres being able to afford salaries for staff while others depend on voluntary services.

There is an inadequate supply of ECE teachers to meet the needs of ECE centres. This adds to the problem of quality of ECE teachers in many ECE centres. There is an increasing demand for opportunities for pre-service and in-service training both locally and overseas.

2.1.4 Conclusion and way forward (including post 2015)

ECE development in Samoa today has been largely piecemeal and uncoordinated. Although there is a national coordinating body, it has not had strong and close relationships with MESC and has not proved effective in its operations due to a lack of an ECE policy and the enforcement of ECE Standards.

As discussed, ECE development has been largely haphazard to-date and grown to what it is without being underpinned by policy and strategic direction. For these reasons, providing equitable access has not been possible. Most children do not have the opportunity to access ECE.

The issues and challenges for ECE will continue to hinder developments if it continues to be the responsibility of the NGOs. Government needs to consider taking ECE under its wings if ECE is to grow and provide a sound education in the early years of a child's life. An initial high priority will be the development of an ECE policy by MESC. With the move to sector approach and formalising of ECE as part of the sector and subsequent budget allocations, we can expect to see dramatic improvements in this sub-sector.

2.2 Universalisation of Primary Education

Ensuring that by 2015, all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.

2.2.1 Introduction

One of the goals of education in Samoa is the achievement of universal primary education. “Universal primary education aims not only to expand access to primary education for all children, but also the improvement of the education system’s internal efficiency so that all pupils actually complete the primary cycle”.¹⁸

Table 8 provides the overview of primary education. In 2013, there were 165 primary schools – 142 government schools, 17 mission schools and 6 private primary schools. There were 39,578 students of which 21,124 were males and 19,414 were females. The student-teacher ratio for government schools was 28 students to one teacher while mission schools had a ratio of 26 students to one teacher. Private schools had a lower ratio of 19 students to one teacher when compared with government and mission schools.

Table 8: Overview of primary education, 2013

	Government	Mission	Private	Total
Schools	142	17	6	165
Students	33,525	4,990	2,023	39,578
Males	17,647	2,423	1,054	21,124
Females	15,878	2,567	969	19,414
Teachers	1,178	169	101	1,448
S/T Ratio	28	26	19	

* Excludes combined schools

Source: MESC, *Education Statistical Digest 2013*

2.2.1.1 Policies and Legislation

Compulsory Education

Primary education covers an eight-year cycle from Years 1 to 8. The *Compulsory Education Act* has been in place since 1991/1992, but has lacked enforcement. Legislation requires that every child is hereby required to have his name enrolled on the register of some Government or registered school from the time he attains the age of five years until either he attains the age of 14 years or sooner completes the work of Year 8.

Although penalties are set out in the legislation, none has been imposed due to several factors like limited human resources and coordination of resources.

The recently passed Education Act 2009 seeks to give “attendance officers” the power to detain and question children of compulsory school-age who are not at school during school hours. The enforcement of compulsory education legislation is also included as part of MESC’s SPP for July 2006 – June 2015.

Education Act 2009

The Act regulates and makes provision for school education and early childhood education in Samoa. The Act enforces compulsory education for children between 5-14 years old. It also gives careers the responsibility to ensure that compulsory aged children are enrolled in a school and provides necessary requirements for the attendance of compulsory aged children.

¹⁸ UNICEF, op. cit., p. 49.

The same legislation makes provision for the welfare of students both in a primary and secondary school and also in ECE centres.

Samoa School Fee Grants Scheme [SSFGS]

Since the implementation of the SSFGS for primary schools in 2010, enrolment numbers have increased in the various year levels. This has assisted families to send their children to school. It also assisted retention by removing cost barriers to enrolment and to assist schools in meeting the Minimum Service Standards stipulated by the Ministry. The SSFGS benefits students in 142 Government schools, 15 mission schools and 3 Special Schools.

2.2.2.2 Trends in Primary Education

Gross and Net Intake Rates (GIR/NIR) for Primary

GIR remained constant as shown by Table 8 from 2007 – 2013, despite a drop to 108 in 2012. This indicates a high degree of access to primary education. It also indicates a high number of first timers into schools.

Table 9: GIR and NIR for primary education, 2000-2013

YEARS	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Gross Intake Rate (GIR) in primary education	116	125	128	126	121	161	114	110	109	109	126	110	108	118
Net Intake Rate (NIR) in primary education	84	80	78	81	79	73	73	70	70	69	79	73	68	72

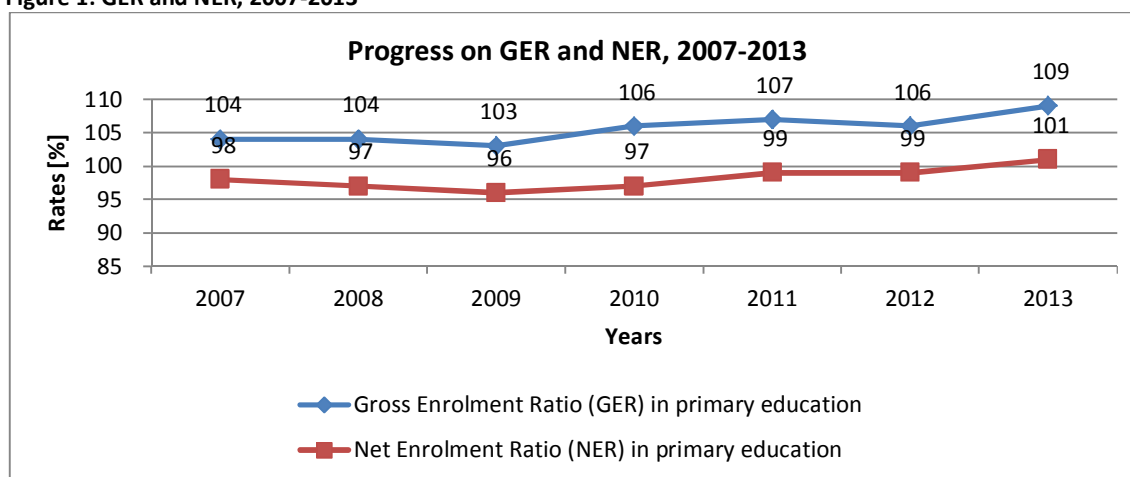
Source: MESC Manumea Database

NIR gives a “precise” measurement of first-time access to primary education of the eligible, primary school-entrance age population. As shown by Table 8, NIR was high in 2000 before it started to decline, and remained between the 68-72% ranges. This indicates a low degree of timely access to primary education for the official school entrance age children, and a low proportion of pupils of the same age in Year 1.

Gross and Net Enrolment Rates (GER/NER) for primary

Figure 1 shows the progress of GER in primary education from 2007 – 2013 has remained high, indicating a high degree of participation whether the pupils belong to the official age group or not. This also indicates that Samoa has, in principle, the capacity to accommodate all of its primary school-age population.

Figure 1: GER and NER, 2007-2013



NER is the total enrolment in primary education of the official school-age population expressed as a percentage. NER gives a more precise measurement of the extent of participation in primary education of children belonging to the official primary school age. Figure 1 shows that from 2007 -2013, the NER for primary education increased from 98%

to 101% in 2013, reflecting an improved participation levels of children of primary age in primary education over this period, despite a negative drift from 2008 – 2010.

NER reached 101%¹⁹ in 2013 as the projected growth rate was 0.8%.

Table 10: Adjusted Net Enrolment Rate for primary education, 2007-2013

YEARS	2007	2008	2009	2010	2011	2012	2013
Adjusted Net Enrolment Ratio (ANER) in primary education	99	100	96	98	100	100	102 ²⁰

Source: MESC Manumea Database

ANER is adjusted net enrolment rate. ANER means the official primary age (5-12 years old) as well as the students aged 11 and 12 years old in secondary as a percentage of the official population primary age.

Repetition Rate [RR]

Repetition Rate is the proportion of pupils that repeat a year level. Repetition rate has decreased, as repetition is discouraged in schools to ensure that the students learn systematically through the levels.

Table 11: Repetition rate for primary education, 2007-2013

Primary	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
	1.4	1.1	2.3	2.1	1.7	1.4	1.4	1.2	1.1	1	1	1.4	1	0.9

Source: MESC Manumea Database

Promotion Rate [PR]

Promotion Rate is the proportion of pupils or students who have successfully completed a grade and proceeded to the next grade in the following year. Automatic progression is not practiced in Samoa. Table 12 details the promotion rate in primary education by year level from 2007 – 2013. Promotion Rate in all year levels besides Years 8 to 9, and Year 1 to 2 is above 94 per cent, indicating a sound internal efficiency of the education system at these year levels. The lower the promotion rate from Year 8 to 9 over the years indicates a low transition rate and a high dropout rate.

The percentage of repeaters for primary schools has decreased from 2007 to 2010 and in 2011; it reaches a peak of 1.4 and started to decline again until 2013.

Table 12: Promotion Rate for primary education by Grade

Year	Year Levels							
	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9
2006-2007	90	99	99	99	97	98	94	89
2007-2008	92	98	101	97	97	97	97	89
2008-2009	91	100	100	98	99	98	97	90
2009-2010	96	102	99	99	98	101	98	89
2010-2011	84	94	98	95	96	94	95	86
2011-2012	92	99	99	96	98	97	99	86
2012-2013	96	101	101	99	100	100	101 ²¹	89

Source: MESC Manumea Database

¹⁹ Samoa Bureau of Statistics projected growth rate used for 2012 onwards is 0.8%

²⁰ *ibid*

²¹ Figures include repeaters as we do not separate repetition and new entrants

Drop-out Rate

Drop-out rate is the proportion of pupils or students who left school without completing a given grade in a given school year. Drop-out in all year levels besides Year 1 to 2 and Year 8 to 9 have a lower proportion of students leaving school before completing the school year. This indicates a sound internal efficiency of the education system. A higher drop-out rate in Year 1 to 2 and Year 8 to 9 indicates a higher proportion of students leaving school before completing the school year.

Primary drop-out rates have been low over recent years, except 2010-2011 which indicated a very high dropout rate. The tsunami of late 2009 contributed to the high dropout rate for the 2010-2011 periods. Students were affected both mentally and physically, and often preferred to stay home rather than attending school. The drop in the 2011 - 2012 periods is attributed to the introduction of the SSFGS and the enforcement of Compulsory Education. Statistics shows no child dropping out in 2013.

Table 13: Dropout Rate for primary education

Year	Year Levels							
	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9
2006-2007	6	0	0	0	2	1	5	9
2007-2008	5	1	0	2	2	2	2	10
2008-2009	6	0	0	1	1	1	3	9
2009-2010	1	0	0	0	1	0	1	9
2010-2011	11	5	1	4	4	6	4	12
2011-2012	5	1	0	3	2	2	1	12
2012-2013	0	0	0	0	0	0	0	0

Source: MESC Manumea Database

Survival Rate [SR] in Primary Education

Survival rate is the proportion of a cohort of pupils or students who reach each successive year level expressed as a percentage of pupils enrolled in Year 1 of a given cycle in a given school year. Table 14 presents the survival rate to Year 5, the end of middle primary and Year 8, the end of upper primary during the period 2007 – 2013. Table 14 shows a low survival rate to the last grade of primary due to high drop out in Years 1-2 in earlier years.

Table 14: Survival Rate for primary education, 2007-2013

YEARS	2007	2008	2009	2010	2011	2012	2013
Survival Rate to Grade 5 in primary education	86	84	90	91	90	91	92
Survival Rate to last grade in primary education	85	81	81	83	81	84	87
Primary Cohort Completion Rate	85	81	81	83	81	84	87

Source: MESC Manumea Database

Survival rate to Year 5 has improved over the years reaching a record high of 92% in 2013. This indicates a high level of retention and a low incidence of drop-out with high internal efficiency.

Survival rate for Year 8 has improved although at a very slow rate. The level of retention is low and drop-out high as compared to survival rate to Year 5. The survival rate has started to improve since the SSFGS was implemented.

Primary Cohort Completion Rate

The Primary Cohort Completion Rate [PCCR] is the estimated proportion of a cohort of pupils who complete the last grade of primary education as a percentage of pupils enrolled in the first grade of a given cycle in a given school year. PCCR as indicated by Table 14 has remained above 80 percent reaching a peak of 87% in 2013. This indicates a high level of success in completing primary education as a result of high retention and low drop-out incidences despite 13% of the cohort not completing primary education.

Transition Rate [TR] from primary to secondary education

The Transition Rate is the proportion of pupils or students who progress from the final grade of one level to the first grade of the next level, expressed as a percentage of enrolment in the final grade of the preceding year. The transition rate from primary to secondary as indicated by Table 15 has remained at the 80 – 90 percentiles indicating the degree of transition or access to the next level of education. The transition rate is contributed to the students who do not pass the Year 8 examination. In 2013, a replacement assessment for Year 8 sees the end of a selective process to Year 9.

Table 15: Transition Rate for primary education, 2007-2013

YEARS	2007	2008	2009	2010	2011	2012	2013
Effective Transition Rate (ETR) from primary to general secondary education	89	89	90	89	86	86	89

Source: MESC Manumea Database

Table 16 shows transition rate from primary to secondary education by gender. It shows that there is an equal access to secondary education for both boys and girls. The rates remain around the 42 and 47 rates.

Table 16: Effective Transition Rate (Primary to Secondary)

	2007	2008	2009	2010	2011	2012	2013
Male	45	44	45	46	44	46	47
Female	46	45	45	45	43	42	41

Source: MESC Manumea Database

Pupil/Teacher Ratio [PTR] for primary

The pupil/teacher ratio for primary schools in Samoa is 1:30. As can be seen in Table 16, the ratio has not been breached since 2007. This signifies a smaller class, and that the number of students per teacher allows the teacher to pay more attention to individual students, and thus contribute to better scholastic performance and learning achievement. This indicator does not take into account all factors that could also affect the quality of teaching/learning and pupil performance. It also does not take into consideration larger schools in the Apia Urban area that are way above the maximum capacity of schools.

Table 17: Pupil/Teacher Ratio for primary education, 2007-2013

YEARS	2007	2008	2009	2010	2011	2012	2013
Pupil/Teacher Ratio (PTR) in primary education	01:28	01:27	01:27	01:26	01:25	01:24	01:26

Source: MESC Manumea Database

Teacher Qualifications

The percentage of Primary teachers with Certificate qualifications has gradually decreased over the years. The trend as shown by Table 18 will continue to decrease as the majority of these teachers are close to retiring. Diploma and Degree holders are slowly increasing as teachers are encouraged to up-skill and seek further professional training and qualifications.

Table 18: Percentage of Teacher in primary education by level of academic qualification

Qualification	2007	2008	2009	2010	2011	2012	2013	2014
Certificates	18.5	17.5	16.7	15.7	14.5	13.3	12.8	12.1
Diploma	80.1	81.2	81.7	82.7	83.9	84.2	84.7	84.3
Bachelors	1.4	1.3	1.6	1.6	1.7	2.5	2.6	3.6

Source: MESC Pelican database

The percentage of primary school teachers having the required academic qualification to teacher at primary education level according to national standards has decreased in the Certificate level while those holding Diplomas have increased. This supports the Ministry's stance on teachers to up-skill their qualifications and develop professional development.

Table 19: Percent of primary teachers with the required teaching qualification and approved national standards

Qualification	2007	2008	2009	2010	2011	2012	2013	2014
Teaching Certificate	18.3	17.2	16.5	15.5	14.3	13.1	12.6	11.9
Teaching Diploma	80.1	81.2	81.7	82.7	83.9	84.2	84.7	84.3

Source: MESC Pelican database

Compulsory and free education for children with disabilities

Primary education is compulsory in Samoa, and enforced by the enactment of the Education Act 2009. As discussed earlier, the *Compulsory Education Act* requires all children to attend school between the ages of 5 to 14 years. All children including those with special needs are within this age group. However, as the legislation lacks enforcement, there are children with special needs not enrolled in schools.

In 2013, there were 349 students with disabilities educated in schools throughout Samoa. MESC in 2013 started collecting data for SNE, as it has been dependent on SNE institutions to provide data on SNE students. Out of 51429 students enrolled in schools in 2013, only 0.68% of that number are students with disabilities. Even though Inclusive Education is in place to include disability students in normal schools, there is only a small portion of these students attend normal schools.

NGOs still play the most important role in educating children with special needs. These NGOs are Loto Taumafai, Fiamalamalama and SENESE. They are education centres for children with disability that operates as 'special schools', in that they are segregated in both setting and most programmes. Mission and private schools are also providers of education to some children with special needs.

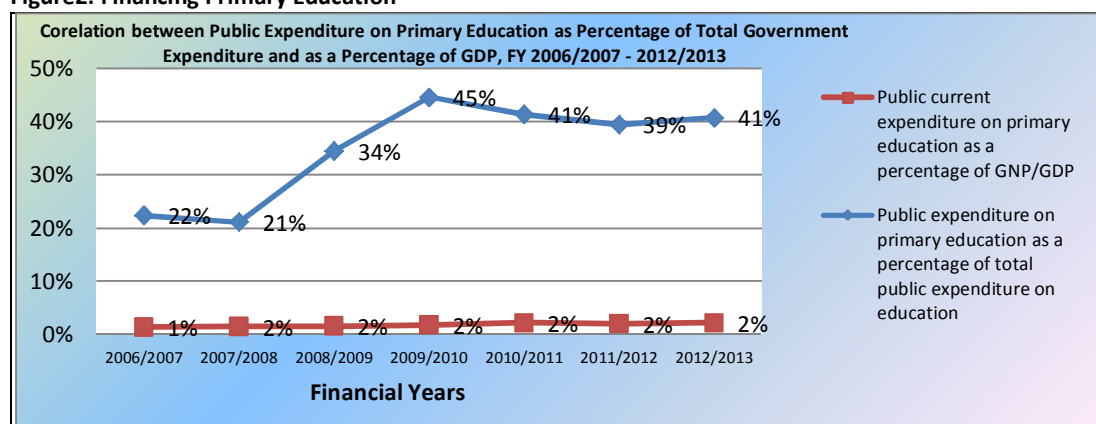
Notably, Samoa is also a signatory to and has responded to the following plans and frameworks which relate to SNE:

- The Asian and Pacific Decade of Disabled Persons with Disabilities
- The Salamanca Statement and Framework for Action
- The Biwako Millennium Framework
- The PEDF
- EFA

Public Expenditure of Primary Education

Public expenditure on primary education had increased over the years since the FY 2006/2007 before it was reduced and stayed constant years later. Much of the money goes to teaching services, teacher development and stationery.

Figure2: Financing Primary Education



Source: MESC

2.2.2 Remaining gaps, issues and challenge

The constraints on achieving equity in the provision of primary schooling remain persistent. The key constraint keeping children out of school or enrolling and then dropping out is related to families' economic situation and the open and hidden costs of educating a child.

At the primary level, it is recognized that there are still small numbers of hard-to-reach, vulnerable families living very poorly in remote areas that are not sending their children to school despite legislations and incentives put in place. Reaching all children with disabilities and enrolling them in appropriate education remains a challenge. Today's policy of increasingly including children with special needs in mainstream primary and secondary schools brings different potential constraints - teachers not yet with the knowledge and skills (or the professional support) to do justice to the disabled students in their school.

2.2.3 Conclusion and way forward (including post 2015)

Primary enrolment has remained relatively constant over the years. Net enrolment rates are high, but survival rates are lower and declining. The latter is due to lack of parental support and low priority on education. The Compulsory Education Act has been in place since 1992 but not strictly enforced. The Education Act 2009 was enacted in 2010 fines parents for children not in school. In 2010, the School Fee Grant Scheme covers full payment of fees for primary education. Government's strong commitment including budget support should reverse the trend in survival rate.

2.3 Life Skills and Lifelong Learning

Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes

2.3.1 Introduction

The focus is on education and training in terms of knowledge and skills needed for coping and managing one's everyday life at different phases of the life cycle.

One of the goals of education in Samoa is to *“improve adult literacy and access to life skills and continuing education for adults and youth”*²². Further to this, the aims of the education sector include related objectives as²³:

- At primary level – promoting individual development such as encouraging independent and creative thinking; achieving an understanding of the need to protect and sustain the natural and cultural environment
- At secondary level – developing cultural understanding such as knowledge and understanding of customs and values relating to people and property in *faa Samoa*; encouraging community development such as preparing for proper and effective participation as a member of the local and national community
- At PSET level – enhancing provision for livelihood opportunities, self employment and income generation in PSET.

2.3.2 Analysis

Secondary education covers years 8 to 12 after which students sit the Samoa School Certificate, after which successful students can attend a further year to sit the Samoa Secondary Leaving Certificate (SSLC). In 2012, there were 8,604 girls and 7,970 boys in a total of 43 secondary schools (including joint primary/secondary schools).

NER for secondary remained constant around 68 – 72% as shown by Table 20, reaching a high of 72% in 2011 before dropping again to 69% and 68% in 2012 and 2013 respectively.

Table 20: NER Secondary Schools

School Level	2008	2009	2010	2011	2012	2013
Secondary	70	70	70	72	69	68

Source: MESC, Manumea Database

Drop-out rates increase as students enter and progress through the secondary school cycle. Table 21 shows that around 70% of children leave primary school and enter Year 9. Throughout the secondary cycle, drop out is significant, as the table shows, although, over the long term, a slight decrease is evident. The highest drop-out unsurprisingly occurs from Year 12 to 13, when highly selective assessment (the Senior Secondary Certificate) restricts entry for most.

The available data on enrolment and drop-out cannot provide insight into the equity dimension of secondary school access. Reliable analysis is not yet available on where those students not in school or dropping out live (in towns, in rural and remote areas), whether or not they come from economically disadvantaged households, or whether they have disabilities or learning difficulties, for example.

²² MESC, *SPP*, p. 12.

²³ *ibid.*, pp. 11-14.

Table 21: Dropout Rates (percentage) by Year Level, 1995 – 2013

Year	Year Levels											
	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12	12-13
1994-1995	6	0	0*	1	0*	2	0*	16	9	5	39	42
1995-1996	9	1	0	3	5	4	0*	20	15	9	38	49
1996-1997	10	2	1	2	2	2	0*	17	5	8	15	49
1997-1998	9	1	0	5	1	5	0*	16	10	9	25	42
1998-1999	8	2	2	3	2	7	0*	15	6	8	17	42
1999-2000	6	0*	1	3	2	5	0*	11	10	12	17	47
2000-2001	5	1	0	1	0*	2	0*	11	10	13	10	44
2001-2002	7	0*	0*	2	0*	1	2	10	9	15	6	39
2002-2003	5	1	0	4	1	3	2	9	4	12	4	38
2003-2004	8	0	0	1	2	3	3	9	11	14	15	31
2004-2005	7	2	3	2	2	2	4	10	9	13	8	39
2005-2006	8	4	1	2	4	2	5	9	9	18	3	41
2006-2007	6	0	0	0	2	1	5	9	8	19	4	39
2007-2008	5	1	0*	2	2	2	2	10	9	20	6	40
2008-2009	6	0*	0*	1	1	1	3	9	9	18	4	39
2009-2010	1	0*	0	0	1	0*	1	9	9	15	6	35
2010-2011	11	5	1	4	4	6	4	12	11	17	12	27
2011-2012	5	1	0	3	2	2	1	12	11	17	5	25
2012-2013	0	0*	0*	0	0	0	0*	10	5	13	7	31

Source: MESC Statistical Digest 2013

The 2011 Census indicated that 94% of the economically active population of 15+ years of age were employed. Of that number 73% were males and 27% were females. 35.6% of the employed population was engaged in subsistence agriculture, farming and fishing. 46% of them are males, while 7.6% are females.

In the year 2011, 64% of females were involved in non-economically active activities like domestic duties (68%), attend school (52%), incapable (49%) and not stated (38%). Economically active or the Labour force (L) group consists of all persons 15 years and over who were employed (E) and unemployed (U) during the reference period. Work was defined as any activity concerned with providing the necessities of life. Furthermore, high proportion of men engaged in subsistence work compared to women is expected in Samoa as men are more likely to deal with heavy manual labour work outside the house such as farming and fishing activities.²⁴

Table 22 indicates that 2,720 or 5.7 percent of the economically active persons 15 years and over were not employed. Majority of this number are males accounting for 1,824 (6.8%) while female accounted for 896 (5.2%). Unemployment for young people is on the rise. Measuring unemployment is a challenging task in Samoa because a lot of excess labour is absorbed by subsistence agriculture. A high proportion of young people work as family workers for free, which can be a semi-disguised form of unemployment.

Table 22: Employment indicators, 2011

	TOTAL	MALE	FEMALE
ECONOMICALLY ACTIVE POPULATION [AGED 15+]	47,881	34,763	13,118
• Employed population	45,161	32,939	12,222
• Number employed in subsistence [agriculture, farming, fishing]	16,085	15,154	931
• Percentage of employed in subsistence work	35.6	46.0	7.6
• Number employed in non-subsistence work	29,076	17,785	11,291
• Unemployed population	2720	1824	896
• Percentage of unemployed population	5.7	5.2	6.8
NOT-ECONOMICALLY ACTIVE POPULATION [AGED 15+]	67,990	24,836	43,154
• Percentage engaged in domestic duties	71.4		
• Percentage engaged in attending school	23.0		
• Percentage not capable of working	5.6		

Source: SBS (2011) Population and Housing Census

Educational attainment for 15 years and over

Table 23 shows that about 87 percent of the population 15+ achieved the Pacific Secondary School Certificate (PSSC) or less, 6 percent completed a Post-secondary Certificate, 4 percent gained Diplomas, while only 3 percent of the total had ever completed a first degree or higher qualification. The results indicate that Samoa still need to recruit more qualified personnel for its workforce in-order to lead and sustain its social and economic developments in the future.

²⁴ SBS. Population and Housing Census 2011. p.71-77

Table 23: Highest Qualification attained by Age Group and by Gender

Age group	Highest Qualification														
	Total			PSSC and lower including None			Post Secondary Certificate			Diploma			First degree/higher		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Total	115900	59617	56283	100930	52160	48770	6602	3239	3363	4615	2215	2400	3709	1983	1726
15-19	19814	10391	9423	19350	10176	9174	389	181	208	70	32	38	0	0	0
20-24	14833	7700	7133	12413	6616	5797	1425	657	768	757	331	426	227	92	135
25-29	12767	6601	6166	10297	5456	4841	1142	566	576	791	350	441	529	225	304
30-34	11543	5945	5598	9677	5035	4642	759	413	346	628	282	346	478	214	264
35-39	10877	5735	5142	9220	4905	4315	636	356	280	536	255	281	481	217	264
40-44	10436	5602	4834	8794	4754	4040	622	301	321	549	282	267	471	265	206
45-49	8887	4574	4313	7563	3873	3690	510	236	274	410	224	186	396	237	159
50-54	7576	3966	3610	6413	3345	3068	422	203	219	351	180	171	386	236	150
55-59	5904	3007	2897	5136	2573	2563	259	128	131	221	120	101	287	185	102
60-64	3978	2002	1976	3462	1719	1743	180	76	104	131	68	63	205	139	66
65-69	3374	1605	1769	3026	1401	1625	123	65	58	93	50	43	132	89	43
70-74	2557	1187	1370	2377	1083	1294	70	32	38	41	22	19	68	50	18
75+	3354	1302	2052	3202	1224	1978	65	25	40	37	19	18	49	34	15

Source: SBS: Population and Housing Census 2011

Post School Education and Training

The Post School Education and Training (PSET) sub-sector of Samoa's education system encompasses all learning that occur outside of the formal early childhood, primary, and secondary education levels. PSET includes tertiary level education at university, pre and in service professional education, technical and vocational education, theological and providers of religious instruction, apprenticeship, non-formal and on the job training. It encompasses diversity of areas that include tertiary level education at university, pre and in-service teacher education, technical and vocational education, and professional education, non-formal and on the job training.

In 2012 there were **5,259** (Figure 2) students enrolled at PSET Formal Providers, a 23% increase from 2011. NUS enrolments (including the Apprenticeship Scheme) increased by 8% from the previous year whilst total Mission Providers enrolments rose by 22%. Initial availability of data from USP was also one of the contributing factors to the overall increase in student count.

Figure 2: Total PSET Formal Providers Enrolments, 2007 – 2012

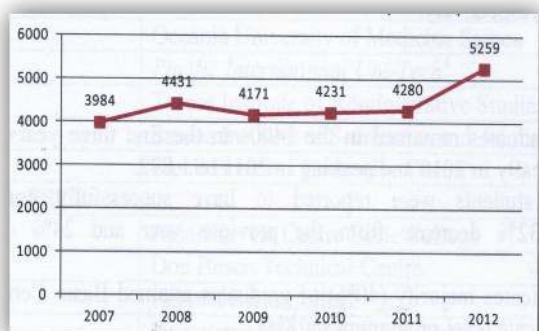
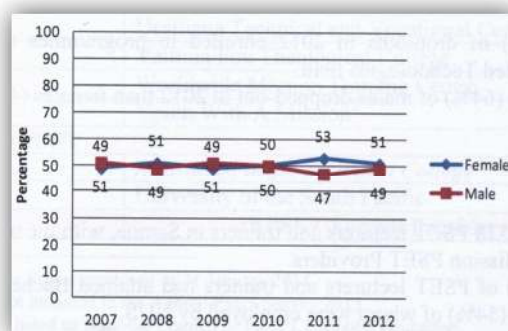


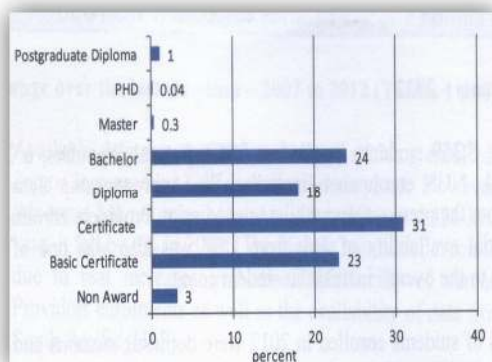
Figure 3: Total PSET Enrolment by Gender 2007 – 2012



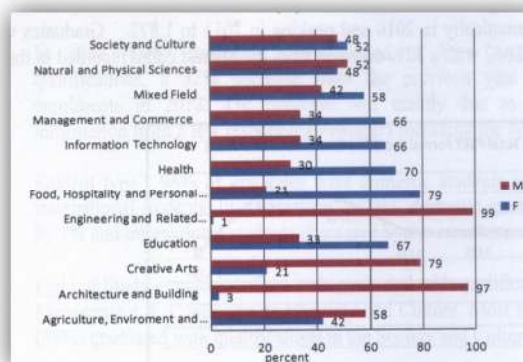
Source: PSET Statistical Bulletin 2013

Over the past six years, the ratio of female to male students remained constant (Figure 3) with one in two students being female. Available data for the period 2010 to 2012 has shown that female students are however more likely to enroll in higher level programmes than male students. Gender gaps also exist in certain fields such as the Trades areas where almost all of the students are male.

**Figure 4: Enrolment by Programme of Study
2012**



**Figure 5: Field of Study by Gender
2012**

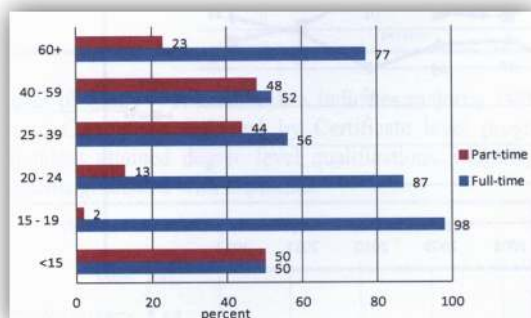


Source: PSET Statistical Bulletin 2013

Level of study – In 2012 (Figure 4), 25% students enrolled in degree level programmes and 72% below degree level. Compared to 2011, degree level enrolments stood at 20% and below degree level was at 78%. 3% of students enrolled in courses that did not necessarily lead up to a qualification (Non awards) in 2011 and 2012. Majority of international students enrolled in Bachelors (71%) and Diploma (10%) level programmes in 2012. Two students enrolled at USP in 2012 to undertake PhD level qualifications in the Agriculture field.

Figure 5 shows that in 2012, the proportion of females relative to males enrolled at PSET Providers was 51% and 49% respectively. There were as many females studying full-time and part-time as male students. A higher proportion of males (52%) than females (48%) were enrolled in Certificate and Diploma programmes however females were more likely (60%) than males (40%) to enroll in degree level programmes. More male than female students however enrolled in Masters level programmes.

Figure 6: Enrolment by Age Group and mode of Study, 2012



Source: PSET Statistical Bulletin 2013

Participation rates across all age groups remain low as shown by Figure 6. The highest participation was amongst the 20-24 year olds with 12%. Four students enrolled in 2012 were below the age of 15. Information on the ages of 17% of students enrolled in 2012 was not available. The majority (92%) of younger students (below the age of 24) who enrolled in 2012 studied on a full-time basis. In comparison, a slightly lower proportion (55%) of students aged 25+ studied on a full-time basis.

Figure 6 shows that the majority of younger students (below the age of 24) enrolled in Certificate level programmes whereas students aged 25+ were more likely to enroll in Bachelor programmes than in the other programme levels.

Technical and Vocational Education and Training [TVET]

Training for TVET is offered at tertiary and vocational institutions, the main being the Institute of Technology of the National University of Samoa. TVET comprises of a range of programmes and courses offered at different levels.

In the secondary schools, TVET is offered as practical subjects including agriculture, food and textiles technology, arts and crafts and design technology. Non-government owned and operated institutions include Don Bosco Technical Centre [Catholic Church], Laumua o Puna'oa Technical Centre and Uesiliana College (Methodist Church), and the Leulumoea School of Fine Art (Congregational Christian Church).

Nationally registered TVET Institutions

Table 24: Number and Types of Post School Education and Training Formal Providers

Provider Type	Name of PSET Formal Provider	Registration Status ²⁵
Government PSET		
	National University of Samoa	Registered
	Samoa Shipping Maritime Academy ²⁶	Registered
Private PSET		
	Apia Institute of Office Technology	Not Registered
	Early Childhood Education Teachers Training Institute ²⁷	Registered
	June Ryan School of Music ²⁸	Not Registered
	Le Iunivesite o Amosā o Savavau ²⁹	Not Registered
	Martin Hautus Institute of Learning – Samoa ³⁰	Registered
	Oceania University of Medicine Samoa	Registered
	Pacific International Uni-Tech ³¹	Not registered
	Tesese Institute of Administrative Studies	Registered
	Samoa Institute of Secretaries and Administrators	Not Registered
	Small Business Enterprise Centres ³²	Registered
Mission PSET		
	Apia Harvest Centre Bible College	Not Registered
	Don Bosco Technical Centre	Registered
	Harvest Bible College	Registered
	Ierusalem Fou Theological Institute	Not Registered
	Laumua o Puna'oa Technical Centre	Registered
	Leulumoea Fou School of Fine Arts	Not Registered
	Malua Bible School	Registered
	Malua Theological College ³³	Not Registered
	Moamoa Theological College	Not Registered
	Piula Theological College ³⁴	Not Registered
	RHEMA Bible Training Centre – South Pacific	Registered
	South Pacific Nazarene Theological College	Registered
	Uesiliana Technical and Vocational Center	Registered
	Vailima Fou Theological College	Registered
	Vailima Fou Theological College	Registered
	Worldwide Mission Training Centre	Registered
	Youth With A Mission ³⁵	Not Registered
Regional PSET		
	Australia-Pacific Technical College ³⁶	Registered
	University of the South Pacific	Not Registered
TOTAL	30 PSET Formal Providers	54% Registered

Source: PSET Statistical Bulletin 2013

²⁵ Registration status correct as of 31 March 2014

²⁶ Provider not included in the Annual PSET survey 2013

²⁷ Previously listed as the National Council for Early Childhood Education

²⁸ Provider did not respond to the Annual PSET Survey 2013

²⁹ Ibid

³⁰ Ibid

³¹ Provider did not respond to the Annual PSET Survey 2013

³² Ibid

³³ Ibid

³⁴ Provider not included in the Annual PSET Survey 2013

³⁵ YWAM data not included in the PSET Bulletin as the Provider did not offer “Programmes” as defined

³⁶ Provider did not respond to the Annual PSET Survey 2013

TVET Enrolment

Enrolment data for the period 2007-2011 indicates a steady trend in PSET enrolment figures with student numbers ranging from 4000 – 4500 as shown by (Table 25). Enrolment numbers for the NUS, as the only Government PSET Formal Provider was steady from 2007-2009 before dramatically increasing in 2010. A further increase in 2011 was noted due to an influx in Foundation Programme students' intake. A total of 3022 students enrolled at NUS in 2011 including students admitted under the Apprenticeship Scheme administered by the Ministry of Commerce Industry and Labour (MCIL).

Figure 7 shows Private Provider enrolments have decreased since 2007 with a total of only 544 students enrolling in 2011. A downward trend was also noted for Mission Providers for the same period of 2007 – 2011 with a total student intake of 704 in 2011. The data shows the Government as the leading provider of TVET programmes.

Table 25: Provider Enrolments, 2007-2011

	Government Providers			Private Providers			Mission Providers			Regional Providers			TOTAL		
	F	M	Total	F	M	Total	F	M	Total	F	M	Total	F	M	Total
2007	1153	1043	2196	657	227	884	123	693	816	28	60	88	1961	2023	3984
2008	1184	961	2145	899	266	1165	93	677	770	97	254	351	2273	2158	4431
2009	1159	948	2107	699	279	978	99	674	773	107	206	313	2064	2107	4171
2010	1505	1204	2709	344	136	480	127	608	735	124	183	307	2100	2131	4231
2011	1729	1293	3022	407	147	554	133	571	704	133	248	381	2269	2011	4280
2012	1784	1487	3271	405	155	560	194	665	859	321	248	569	2704	2555	5259

Source: PSET Statistical Bulletin 2014

Table 26: GER by Age Groups in PSET Providers

GER	15-19	20-24	25-39	40-59	60+
2010	2.9%	2.83%	1.37%	0.63%	0.04%
2011	8.6%	10.9%	1.7%	0.9%	0.2%
2012	7.9%	12.1%	2.01%	0.77%	0.98%

Source: PSET Statistical Bulletin 2010, 2011, 2012, 2013

Table 26 above shows the GER by age group of all PSET formal providers. There is a huge increase in the number of students in different age groups educated by different PSET providers, as indicated by the increase in GER from 2010 to 2011. The age group with the highest increase in GER from 2010 to 2011 is the 20-24 years old participant at a rate of 8.07%, thus signifies more students of that particularly age group are in PSET education. In 2012, GER increases in all age groups except age group 15-19 which showed a decline.

Figure 8 shows PSET enrolment by gender. The data demonstrates that there is a balance in the overall enrolment between females and males, despite a big variance in provider numbers.

Figure 7: PSET Enrolment Trends by Provider, 2007-2011

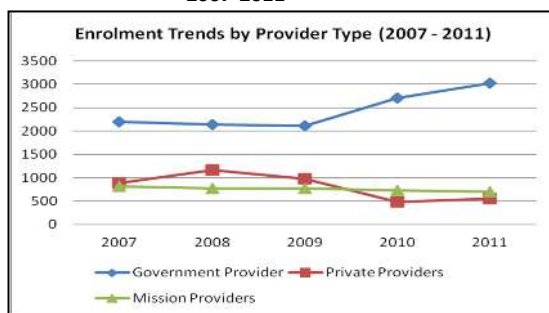
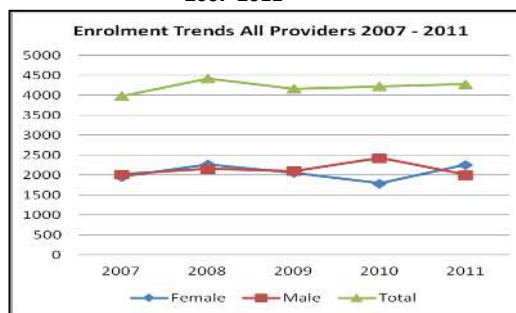


Figure 8: PSET Enrolment Trends and Gender, 2007-2011



Source: PSET Statistical Bulletin 2013.

PSET Enrolment Formal Providers by Programme Type, 2011

In 2013, 5259 students enrolled in 28 PSET Formal Providers (not including APTC and YWAM) to undertake Post School Education and Training with 2704 or 51.4% were females. The NUS (excluding Apprenticeship students) enrolled 3121 students, 1783 or 57.1% were female.

Participation rate remain low for all age groups. The highest participation was amongst the 20-24 year olds with a 12% rate. Four students enrolled in 2012 were below the age of 15. Information on the ages of 17% of students enrolled in 2012 was not available/accessible.

Table 27: Participation Rate by Age Group, 2011 and 2012

Age Group	15-19	20-24	25-39	40-59	60+
2011	8.6%	10.9%	1.7%	0.9%	0.2%
2012	7.8%	12.1%	2%	0.76%	0.09%

Source: SQA (2012) PSET Statistical Bulletin 2013

The majority of students totaling 2446 [57.6%] were enrolled in the Certificate Programmes, 835 students [19.7%] were enrolled in the Diploma and 845 [19.9%] in Degree level and higher. 120 students [2.9%] were enrolled in courses that did not necessarily lead to the award of a qualification.

1708 of the total PSET enrolment were in the age group of 15-19 years old which often represented students that transition straight from schools to PSET. That is about 8.6% of the total population of age group 15-19 enrolled in PSET.

Table 28: PSET Enrolment by Programme Type, 2011

	Government Providers			Private Providers			Mission Providers			TOTAL		
	F	M	Total	F	M	Total	F	M	Total	F	M	Total
Certificate Programmes	760	729	1489	296	90	386	84	487	571	1140	1306	2446
Diploma Programmes	455	263	718	17	5	22	21	74	95	493	342	835
Bachelor Programmes	431	246	677	92	52	144	1	3	4	524	301	825
Postgraduate Diploma	11	7	18							11	7	18
Master Programme	0	0	0	2	0	2				2	0	2
Non-Awards	72	48	120							72	48	120
TOTAL	1729	1293	3022	407	147	554	106	564	670	2242	2004	4246

Source: SQA (2012) PSET Statistical Bulletin.

PSET Formal Providers – Graduates, 2007-2011

The data shows an increasing trend in overall graduates from PSET during the period 2007-2011 with an overall total of 7956 students gaining PSET qualifications.

Table 29 indicates that between 2007 – 2011 55.7% of males achieved PSET qualifications. Private Provider graduate figures have increased from 2007 to 2011 with an overall total of 593 students attaining qualifications. Mission Provider graduate numbers also increased with over 1685 graduates during the 2007-2011 periods. 1368 or 81.2% were male. The Regional Provider APTC has produced a total of 867 graduates since opening in 2008. 286 or 33% of graduates were females.

Graduate figures for NUS (including the Apprenticeship Scheme) during 2007-2011 remained stable for the first four years before dramatically increasing in 2011. A total of 4609 students graduated from NUS during the same five year period, with a slightly higher number of 2460 or 53.4% of female graduates.

Table 29: PSET Providers – Graduates, 2007 – 2011

	Government Providers			Private Providers			Mission Providers			Regional Providers			TOTAL		
	F	M	Total	F	M	Total	F	M	Total	F	M	Total	F	M	Total
2007	443	433	876	52	14	66	62	310	372	0	116	116	557	873	1430
2008	517	423	940	95	8	103	46	243	289	19	104	123	677	778	1455
2009	435	415	850	99	29	128	59	275	334	73	51	124	666	770	1436
2010	456	434	890	93	32	125	62	274	336	98	314	412	709	1054	1763
2011	609	444	1053	128	43	171	88	266	354	96	198	294	921	951	1872
Total	2460	2149	4609	467	126	593	317	1368	1685	286	783	1069	3530	4426	7956

Source: SQA (2012). PSET Statistical Bulletin 2012

Table 30 shows that in 2011, 1872 students attained PSET qualifications from 19 different Providers. 951 [50.8%] were males. 157 [8.4%] graduates completed a degree or higher level qualification, 97 [61.8%] were females. The majority of students [1348 or 72%] received Certificate level qualifications in 2011.

Majority of PSET graduates of 2011, [680 out of 1872] were in the 20-24 year old age group. 372 and 1467 graduates studied part-time and full-time respectively. 208 international students received PSET qualifications in 2011.

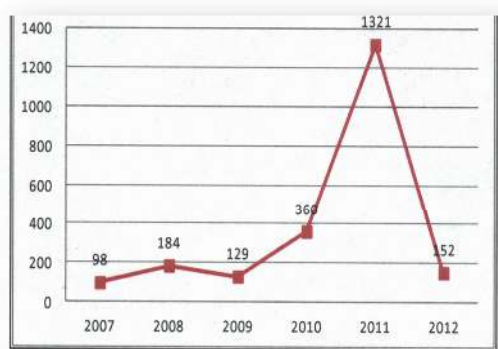
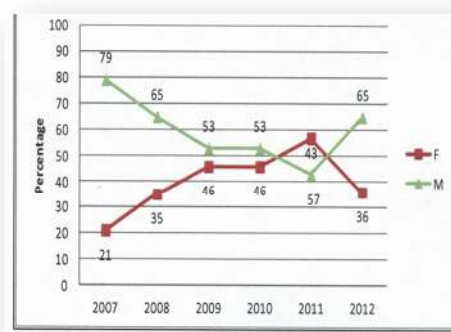
Table 30: PSET Formal Providers - Graduates by Program Type, 2011

	Government Providers			Private Providers			Mission Providers			Regional Providers			TOTAL		
	F	M	Total	F	M	Total	F	M	Total	F	M	Total	F	M	Total
Certificate Programmes	324	311	635	109	33	142	62	215	277	96	198	294	591	757	1348
Diploma Programmes	194	87	281	13	3	16	26	44	70				233	134	367
Bachelor Programmes	81	42	123	6	7	13	0	7	7				87	56	143
Postgraduate Diploma	9	3	12										9	3	12
Master Programmes	1	1	2										1	1	2
TOTAL	609	444	1053	128	43	171	88	266	354	96	198	294	921	951	1872

Source: SQA (2012). PSET Statistical Bulletin 2012

Drop Outs of Formal PSET

The exponential increase (Figure 9) in drop-out figures for PSET from 2007 to 2011 was directly due to the availability of NUS drop-out figures for 2011 alone, as well as the increasing number of Providers reporting drop-out information in that same year. Drop-out figures decreased by 89% in 2012 from 2011.

Figure 9: Total PSET Drop-outs, 2007-2012**Figure 10: total PSET Drop-outs by Gender, 2007 -2011**

Source: PSET Statistical Bulletin 2013

Available data on PSET drop-outs indicate a higher proportion of males dropped out of PSET during 2007 to 2012. The only year when this trend was reversed was in 2011 (Figure 10).

In 2012, 152 students were reported to have dropped out of PSET without attaining a qualification. The gross decrease of 89% from the previous year was the direct result of incomplete student information from major providers of PSET. 98% of reported drop-outs were domestic students and 2% were international students. The same proportions were reported in 2011 for domestic and international students respectively.

79% of reported drop-outs studied full-time while 21% were part-time students. The proportion of full-time students that dropped out in 2012 has decreased by 2% compared to reported 2011 figures while proportion of part-time students increased by the same amount in 2012 relative to 2011.

The majority (37%) of drop-outs in 2012 enrolled in programmes under the Engineering & Related Technologies field. A high percentage (34%) of students that studied in the Management and Commerce field also dropped-out in 2012. All three international students that dropped-out studied in Society and Culture related programmes.

TVET teachers and facilitators by type of TVET Centers and/or programmes

Table 30: PSET Formal Provider Lecturers and Trainers by Gender and Highest level of Qualification Attained 2012

Provider Type	Government			Mission			Private			TOTAL		
	F	M	Total	F	M	Total	F	M	Total	F	M	Total
Nil	0	0	0	0	2	2	1	0	1	1	2	3
Secondary School Qualification	0	0	0	1	1	2	0	0	0	1	1	2
Certificate	5	10	15	12	33	45	5	0	5	22	43	65
Diploma	4	9	13	8	19	27	2	1	3	14	29	43
Bachelor	42	14	56	7	28	35	4	9	13	53	51	104
Graduate Certificate	1	0	1	0	0	0	0	0	0	1	0	1
Post Graduate Diploma	3	3	6	0	4	4	3	5	8	6	12	18
Master	28	9	37	2	26	28	0	2	2	30	37	67
PhD	7	2	9	0	15	15	1	0	1	8	17	25
TOTAL	90	47	137	30	128	158	16	17	33	136	192	328

Source: PSET Statistical Bulletin 2013

In 2012, there were 328 (Table 30) PSET lecturers and trainers in Samoa, with the majority (48%) working in Mission PSET Providers. The majority (32%) of PSET lecturers and trainers had attained Bachelors level qualifications, most (54%) of who were employed by NUS. There were more male lecturers than females.

2.3.3 Remaining gaps, issues and challenge

Many PSET providers have insufficient organisational capacity to achieve quality standards. They are constrained too by the inadequate knowledge and skills of many PSET lecturers and trainers, and also by a lack of budget to support courses adequately.

In 2011, 32.9% of the 152 permanent lecturers and trainers at NUS had Masters degrees or PhDs. In 2011, 45.9 % of lecturers and trainers employed by 4 Private PSET Providers had Diploma or a lower level of qualification as their highest attained. The figure was 55.4% for those employed in 11 Mission PSET Providers. The degree holders are largely concentrated in the Australia Pacific Technical College (APTC) and the bible/theological colleges.

Learning resource materials and equipment are also central to good quality higher education and TVET in particular. If these resources are lacking in TVET, the learning shifts from an applied/authentic focus to a more theoretical approach. Appropriate IT support and access to library facilities and resources are all key ingredients of PSET quality. A critical constraint for all Samoan PSET providers is a lack of funds (for non-salary expenditure). Without the necessary funding on an ongoing basis, it is extremely difficult to keep equipment up to date.

2.3.4 Conclusion and way forward (including post 2015)

Lifelong learning becomes a key principle of education as renewed focus due to rapid economic demographic and environmental changes requiring learners to continue to explore and master entirely new skills throughout life. Lifelong learning is further supported by technological change, strengthening the concept of learning occurring in multiple settings at any time. This, however, does not diminish the key role and mission of schools to support learning. Education systems will have to reflect on how to best to harness and integrate informal learning that takes place outside the classroom.

Societal and economic transformations have impacted education requirements. Education systems are called upon to equip young people not only with traditional knowledge and skills, but increasingly with competencies and attitudes to function in rapidly changing societies and labour markets. This means that education for the future should go beyond academic achievements and cognitive skills to value 'non-cognitive' and application skills and competencies such as critical thinking, problem solving, collaboration, communication and technological literacy as well as education for social cohesion.

2.4 Adult Literacy

Achieving a 50 percent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults

2.4.1 Introduction

“Literacy is the ability to identify, understand, interpret, create, communicate and compute using printed and written materials associated with varying contexts. Literacy involves a continuum of learning in enabling individuals to achieve his or her goals, develop his or her knowledge and potentials, and participate fully in the community and wider society”³⁷.

The GoS through its SDS for 2012 – 2016 made a commitment to improving the quality of education, at all levels, to achieve higher rates of literacy and numeracy. Through a review of its previous three-year strategy, the Government learnt that educational outputs must include more functionally literate and numerate persons.³⁸ One of the goals of education, under MESC’s SPP for July 2006 – June 2015, is to *“improve adult literacy and access to life skills and continuing education for adults and youth”*.

2.4.2 Analysis

Literacy is defined as the ability to read and write with understanding a simple statement of everyday life in any language. Hence someone who can only write his/her name and not able to write a sentence about his/her everyday life will not be considered literate. Likewise, someone who can read but cannot write will not be considered literate. In addition, someone who understands instructions but not able to read or write will not be considered literate³⁹.

The results of the 2011 Population and Household Census Report highlighted in Table 31 shows that 98 percent of the population 15-24 years old⁴⁰ was literate with females a little more literate than males⁴¹. Some factors apart from formal school that contributed to the high literacy in Samoa included informal schools by churches after formal school hours to teach reading and writing for young church members, the usual family prayer services in the evenings in traditional villages where bible reading and hymns singing are encouraged, and, the weekly Sunday schools, Youth programs and Choir practices where young church members attended as part of their normal routine of the week.

Table 31: Literacy Rate for Persons 15-24 years of age, 2011

AGE	POPULATION			LITERATE PERSON			LITERATE RATES		
	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE
TOTAL	49659	25806	23853	48613	25074	23539	97.9	97.2	98.7
15	4587	2410	2177	4468	2339	2129	97.4	97.1	97.8
16	4180	2163	2017	4073	2079	1994	97.4	96.1	98.9
17	3920	2100	1820	3829	2033	1796	97.7	96.8	98.7
18	3616	1890	1726	3528	1819	1709	97.6	96.2	99.0
19	3511	1828	1683	3447	1782	1665	98.2	97.5	98.9
20	3041	1662	1379	2975	1613	1362	97.8	97.1	98.8
21	3216	1634	1582	3141	1585	1556	97.7	97.0	98.4
22	2891	1485	1406	2840	1447	1393	98.2	97.4	99.1
23	2838	1461	1377	2791	1433	1358	98.3	98.1	98.6
24	2847	1458	1389	2794	1423	1371	98.1	97.6	98.7

Source: Samoa Bureau of Statistics, Population and Housing Census 2011

³⁷ Definition of literacy as agreed during a June 2003 meeting organized by UNESCO Institute for Education, the Basic Education Section of UNESCO and the UIS. (2008) *International Literacy Statistics: A Review of Concepts, Methodology and Current Data*. UNESCO Institute for Statistics. Montreal. p.25

³⁸ MOF, *Strategy for the Development of Samoa 2012 – 2016*.

³⁹ Definition of literacy adopted by the Samoa Bureau of Statistics for the Population and Housing Census 2011 Report. Samoa Bureau of Statistics. Samoa. p. 69

⁴⁰ Literacy rate is collected by the SBS through the census, and having the head of the household responding yes to the question of whether the person can read and write

⁴¹ This was the latest census conducted for Samoa by the Samoa Bureau of Statistics in 2011. Population and Housing Census 2011: Analytical Report. Samoa.

Youth (15-24 years old) literacy rates

The 2006 National Census reported that 90.5% of youths of 15 years and over in Samoa were literate. 89% were male and 92% were female. The most recent census in 2011 reported showed an improvement by 7.4%. For those 15 years of age and above, female literacy rate was 98.8% while male literacy rate was 97.2%⁴². This indicates that over a period of five years, there was an improvement in the literacy rates for adults.

Table 32: Youth Literacy Rate of 15 – 24 years old, 2006 and 2011⁴³

Census Year	National Indicator	Number	Percentage (%) or Ratio
2011	Literacy rate (15 - 24 years)	33,445	97.9
	Male	17,363	97.2
	Female	16,082	98.7
2006	Literacy rate (15 - 24 years)	32002	90.5
	Male	16913	89
	Female	15089	92

Youth Literacy Rate has improved to 97.9% in 2011 from 90.5% recorded during the 2006 Population Census. This gives an estimate of 728 illiterate adult members aged 15-24 years old amongst the Samoan Population. Literacy is generally considered as one of the generic skills required for employment.

Highest level of education completed or attained for 15 years and above

In terms of highest level of qualification completed, the 2006 National Census indicates that 55% of the adults (15 +) population completed Secondary as their highest level of education attained and 11% completed Tertiary. After five years, the 2011 National Census recorded that 51.4% (87%) of the adults population managed to complete Secondary as their highest level of education and 41.6% (12%) completed Tertiary level. This indicates an improvement in transition rate from secondary to tertiary, and a huge improvement of the adult population who completed tertiary level education.

Adult literacy and continuing basic education programmes by type of programme

There are no specific programmes in Samoa to cater for adult literacy except for ongoing Basic Education Continuing programmes conducted by different government ministries, cooperation and Non-Government Organizations.

Table 33: Learners Participating in Adult Continuing Programmes, 2007-2013

2007	2008	2009	2010	2011	2012	2013
654	330	2055	3374	8027	6030	8561

Source: PSET Statistical Bulletin 2012

The data in Table 33 shows that participants in adult continuing basic education programmes increased over the years with the after a very low numbers at the earlier years of the start of the programme in 2007 and 2008.

This indicates that the participation and access of adults to continuing basic education programme is improving from year to year

Completion rate in adult literacy and/or continuing basic education programmes by type of programme

It is the understanding that all those who participated in the above continuing education programmes have completed these short term (non-formal) trainings they attended, except for the Apprenticeship Training Scheme (742 participants from 2007 to 2013), and the Trades Testing Scheme (121 participants from 2007 to 2013). Both these trainings are offered by the Ministry of Commerce, Industry and Labour.

⁴² SBS. Population and Housing Census 2011. p.69

⁴³ Years of data availability is in line with the National Census

Bilingual Policy

The bilingual policy of MESC was implemented through the new primary school curriculum and facilitated through the use of a bilingual language handbook developed for this purpose. The intention of the policy was that Samoan literacy would be established first in Years 1-3, with English being introduced in Year 4 as a subject⁴⁴. The medium of instruction was Samoan up to Year 6. At Year 7, the medium of instruction switched to English with Samoan as a subject only for two years before a national examination was sat in Year 8 in English. English is the sole medium of instruction throughout secondary level.

The National University of Samoa (NUS) implemented a language policy, which made Samoan a compulsory subject for all Foundation Year students and ensured inclusion in the communication courses delivered at the Institute of Technology. The Centre for Samoan Studies (CSS) had developed and restructured its programme to allow the offering of a Bachelor of Samoan Studies (BSS) degree.

Improving Library Services

The tsunami of September 2009 brought financial assistance to the Lepa/Lotofaga education district through a young avid reader and book lover who died during the tsunami. Funds were donated to set up the Atua-Farmers Library fully resourced for the use by the students of the district schools. It also brought a bus to transport students from around the district to use the library.

Table 34: Transition Rate, 2006 - 2012

Year	Yr 13 Enrolment	Students Commencing at NUS (Foundation Programme)	Transition Rate
2006	1756		
2007	1652	529	30%
2008	1657	456	28%
2009	1669	442	27%
2010	1853	701	42%
2011	2149	981	53%
2012	2015	1075	50%

Source: PSET Statistical Bulletin 2013

Table 34 shows the transition rate from Year 13 to PSET⁴⁵. The rate has not been stable, despite an increase in intake.

Table 35: total Graduates by Provider Type, Gender and Age Group

Provider Type	Government			Mission			Private			TOTAL		
Age Group	F	M	Total	F	M	Total	F	M	Total	F	M	Total
<15	0	0	0	0	0	0	1	0	1	1	0	1
15 - 19	250	122	372	26	112	138	7	5	12	283	239	522
20 - 24	74	63	137	28	95	123	31	21	52	133	179	312
25 - 39	0	23	23	11	24	35	28	10	38	39	57	96
40 - 59	0	1	1	4	11	15	8	2	10	12	14	26
60+	0	0	0	0	2	2	0	0	0	0	2	2
NA	198	102	300	1	3	4	2	2	4	201	107	308

Source: PSET Statistical Bulletin 2013

Table 35 shows that the majority of participants in PSET are in the age range of 15 – 19 years old. The majority are females attending government run institutions.

2.4.3 Remaining gaps, issues and challenge

Despite the achievements that have been made in sector development, Samoa continues to experience the challenge of achieving sustainable improvement in quality of education. Literacy at all levels remains a challenge.

Adult Literacy is not widely documented, as there are no specific programmes to cater for adult literacy. Our main source of data for adult literacy is from the Samoa Census of Population and Housing, taking place every 5 years. The information is based on asking the respondents if they can read and write. The latest Samoa Census of Population and Housing was conducted in 2011.

⁴⁴ MESC SPP 2006 – 2015. p.34

⁴⁵ Data is for NUS' foundation Programme

School Literacy is measured by national examinations. Over the years, results have shown high percentage of at risk students at both primary and secondary levels. The pattern is worse in SPELL 2 sat at Year 6 as compared to SPELL 1 sat at Year 4. This can testify that there is a lack of effective intervention strategies to address the issue, and that the SPELL Test may not be a valid or reliable survey tool.

2.4.4 Conclusion and way forward (including post 2015)

There needs to be a more vigorous and hard push for improvement in literacy. Be it basic, in the school or adult literacy. Literacy is community issue, and the community needs to provide support and assistance to assist students at risk, in order for the cycle to be reversed. .

There are no specific programmes to cater for adult literacy, with the efforts of Providers focusing on continuing programmes that is relevant to the daily needs of the community. These are the programmes conducted outside of the formal education system, including tertiary level education at university, pre and in-service professional education, technical and vocational education, theological and providers of theological instruction, apprenticeship, non-formal and on the job training.

2.5 Gender Parity and Equality

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

2.5.1 Introduction

Gender policies in Samoa are found in MESC's SPP for 2006 – 2015, Ministry of Women, community and Social Development's (MWCSO) policies, NCPF and also national curriculum statements requiring gender-inclusiveness, non-sexism, and equity in terms of fairness in access, treatment and outcome. Strategies to promote gender equality are outlined in Government ministries' corporate plans and in NGO's strategic plans. All these contribute to the overall *Strategy for the Development of Samoa*. Other strategies are included in Samoa's response to global frameworks such as the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), EFA, MDGs and the Commonwealth Plan of Action for Gender Equality 2005 – 2015.

Samoa's gender policies and strategies during the last decade focused on the well-being, participation and advancement of women and girls, a concern that it echoed in the CEDAW, EFA, MDGs and the *Commonwealth Plan of Action for Gender Equality*. There is an emerging awareness and concern over the underachievement of boys and recognition of the need for a gender inclusive response in national initiatives that provides more choices and opportunities for not only women, but also men, youth and children. One of the goals of education in MESC's current SPP is to address this situation because it impacts on the makeup of the work force and all other aspects of society.

2.5.2 Analysis

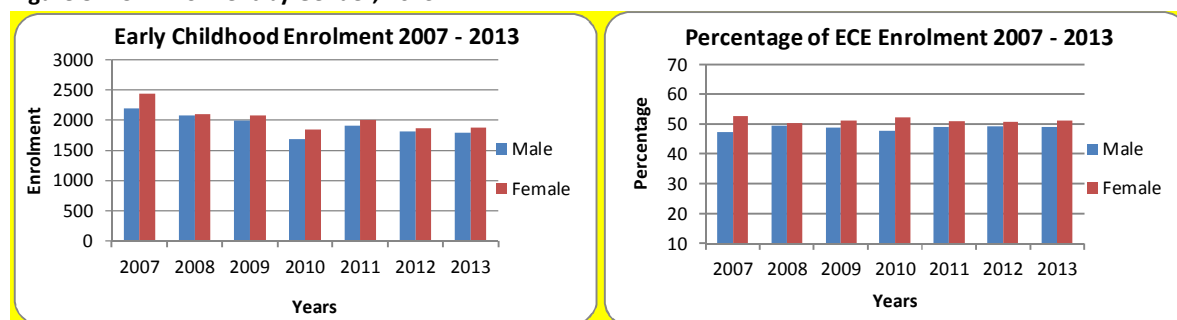
Gender parity in education has been achieved but concern over the performance of boys, with males less likely to complete secondary and tertiary education compared to girls. There are concerns over reverse gender gap due to links to higher risk of male unemployment, crime and violence against women and children.

There is a significant equity issue inside schools too. There is growing concern about the education of boys. Boys are over-represented in literacy and numeracy at risk categories and in dropout rates at both primary and secondary levels. The trend of boys outnumbering girls at secondary school has been evident since 1996 and it is still continuing. Sixty three per cent of boys attend secondary education, compared with 78 per cent of girls. Girls also make up the majority (59%) of enrolments in the PSSC Examination.

Early Childhood Education [ECE]

Figure 8 shows that ECE Enrolment declined over the years. A total of 4,635 children were enrolled in ECE centers in 2007, and gradually declining until 2010 and 2011, before declining again in 2012 and 2013. This corresponds to the decline in the number of ECE centers over the years. Furthermore, it shows that there is a low degree of participation of children in ECE.

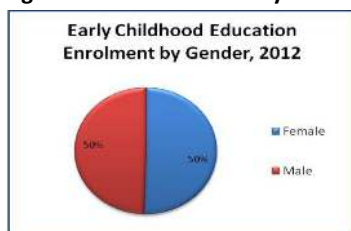
Figure 8: ECE Enrolment by Gender, 2013



Source: MESC ECE Database

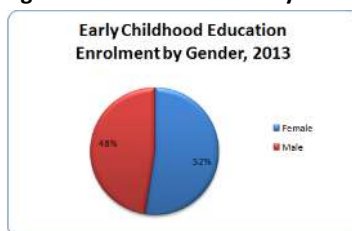
Figure 9 shows that for 2012, there was equal representation of male and females in ECE. In 2013, there was a 2% increase for females while males accounted for 48% of the enrolment. ECE intake for 2013 favoured girls.

Figure 9: ECE Enrolment by Gender, 2012



Source: MESC Statistical Digest 2012

Figure 10: ECE Enrolment by Gender, 2013



Source: MESC Statistical Digest 2013

Literacy gender Parity Index

As discussed in Goal 4, the 2011 census reported that the overall literacy rate for females was 98.7% while males were 97.2%. The GPI for literacy is 0.94, which indicates that proportionately, there are fewer females than males who are literate. There are more males who have literacy skills than females.

Ratio of Boys to Girls

Table 36 shows that males dominated enrolment in primary. . This means that there are more males than females enrolled in primary education. The rate fluctuates between 47% and 49%. In secondary education, more females are enrolled than males. The rate fluctuates between 51% and 53%.

Table 36: Gender Parity and Equality in Education

Gender Parity and Equality in Education		2007 (%)	2008 (%)	2009 (%)	2010 (%)	2011 (%)	2012 (%)	2013 (%)
Female enrolment in Primary and Secondary (as a percentage of the total enrolment)	Primary	48%	48%	48%	48%	47%	49%	48%
	Secondary	53%	52%	53%	53%	53%	51%	52%

Source: MESC Statistical Digest 2013

ECE Teachers

Table 37 shows that the number of ECE teachers varied over the years. Over the ten year period (2001-2011), there was an increase of 159% in the number of teachers employed. The lowest number of only 129 teachers was recorded in 2001, whereas it reached its peak of 376 in 2003. With gender disaggregation, female teachers outnumber their male counterparts.

Table 37: Early Childhood Education (ECE) Teachers, 2001 – 2013

No of Teachers	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Female	122	111	359	343	291	336	302	259	290	292	320	327	295
Male	7	12	17	9	10	7	12	9	7	11	14	16	12
TOTAL	129	123	376	352	301	343	314	268	297	303	334	343	307

Source: MESC Statistical Digest 2012 & 2013

Primary and Secondary Teachers

Table 38 shows there are more female teachers than male teachers in primary education. It remained unchanged at 78% from 2010 to 2013. In secondary education, although there are more female teachers than male teachers, the percentage is not as high as in primary. The highest percentage recorded was in 2013 of 55%.

Table 38: Percent of Female teachers in primary and secondary schools, 2007 – 2013

		2007	2008	2009	2010	2011	2012	2013
Female teachers in Primary and secondary (as a percentage of the total number)	Primary	77%	78%	77%	78%	78%	78%	78%
	Secondary	53%	53%	52%	54%	54%	52%	55%

Source: MESC Manumea Database

Table 39 shows GPI of GER. GPI at primary level is used to assess gender difference in intakes between boys and girls. GPI for primary is dominated by males while secondary is dominated by females. This means there are more males attending primary education, but a reverse trend is noted for secondary education.

Table 39: Gender Parity Index⁴⁶ (of GER)

YEARS	2007	2008	2009	2010	2011	2012	2013
GPI – PRIMARY	0.93	0.93	0.92	0.92	0.93	0.94	0.92
GPI - SECONDARY	1.12	1.10	1.12	1.13	1.12	1.05	1.08

Source: MESC Manumea Database

2.5.3 Remaining gaps, issues and challenge

There is growing concern about the education of boys. Boys are over-represented in literacy and numeracy at risk categories and in dropout rates at both primary and secondary levels. The trend of girls outnumbering boys at secondary school has been evident since 1996 and it is still continuing. Girls also make up the majority (59%) of enrolments in the PSSC Examination. Key factors to consider in educating boys will be engaging them and motivating them to want to learn through the use of appropriate teaching methods and relevant curriculum materials. It will also be important to gain the support of parents and the wider community. Often it is not that students can learn, it is that they do not want to or cannot see the point. In addition limited pathways from secondary to PSET may also be a factor.

2.5.4 Conclusion and way forward (including post 2015)

Key factors to consider in educating boys will be engaging them and motivating them to want to learn through the use of appropriate teaching methods and relevant curriculum materials. It will also be important to gain the support of parents and the wider community. Often it is not that students can't learn it is that they don't want to or can't see the point and limited pathways from secondary to PSET may also be a factor.

The focus of education in Samoa and plans need to shift to the male student. Subjects and courses need to consider gender balance in their developments. Samoa needs to look at role models for boys to encourage them to progress in life.

⁴⁶ GPI is calculated as the result of the GIR for girls divided by the GIR for boys

2.6 Quality of Education

Improving all aspects of the quality of education, and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills

2.6.1 Introduction

Quality is at the heart of education, and what takes place in classrooms and other learning environments is fundamentally important to the future well being of children, young people and adults. A quality education system is one that satisfies basic learning needs, and enriches the lives of learners and their overall experience of living⁴⁷.

The GoS through its SDS is fully committed to the achievement of quality goals which include the improvement of literacy and numeracy, teacher quality, curriculum materials and assessment policy, management of education, infrastructure, financing, community participation and support, and monitoring and evaluation.

Following an extended pre-planning period of procuring and contracting external and national consultants, establishing processes and systems, physical infrastructure and procurement of resources, the development of the new primary curriculum commenced in July 2009. Seven curriculum statements are completed and externally reviewed. The new primary curriculum reflects a shift from inputs to an outcomes based curriculum.

The teaching of vocational subjects has been supported with the provision of an annual budget. 75% of secondary schools and colleges currently offer vocational subjects such as Visual Arts, Design Technology, Food and Textiles Technology, to name a few. The Science and Mathematics Improvement Project in Basic Education (SMIPBE) have resulted in a marked improvement in the students' performance in mathematics and science.

In terms of upgrading teacher content knowledge and pedagogical skills, scholarships are offered to pre-service and in-service teachers at the NUS. There is also on-going partnership with the Faculty of Education (FoE) in course development and teaching. Since May 2009, an Alternative modular approach to pre-service teacher training has been offered by the FoE.

Many PSET providers have insufficient organisational capacity to achieve quality standards. They are constrained too by the inadequate knowledge and skills of many PSET lecturers and trainers, and also by a lack of budget to support courses adequately.

In 2011, 32.9% of the 152 permanent lecturers and trainers at NUS had Masters degrees or PhDs. In 2011, 45.9 % of lecturers and trainers employed by 4 Private PSET Providers had Diploma or a lower level of qualification as their highest attained. The figure was 55.4% for those employed in 11 Mission PSET Providers. The degree holders are largely concentrated in the Australia Pacific Technical College (APTC) and the bible/theological colleges.

Learning resource materials and equipment are also central to good quality higher education and TVET in particular. If these resources are lacking in TVET, the learning shifts from an applied/authentic focus to a more theoretical approach. Appropriate IT support and access to library facilities and resources are all key ingredients of PSET quality. A critical constraint for all Samoan PSET providers is a lack of funds (for non-salary expenditure). Without the necessary funding on an ongoing basis, it is extremely difficult to keep equipment up to date.

2.6.2 Analysis

Literacy in Schools

⁴⁷ Guidelines for EFA. Monitoring, Evaluation and Assessment: Identifying and Reaching the Unreached. UNESCO, Bangkok. p. 155

MESC places an emphasis on assessing literacy at the primary level so that intervention strategies can be implemented early in life. By increasing the literacy rates at primary level, the adult illiteracy rate can be reduced over the years. The Samoa Primary Education Literacy Levels (SPELL) Tests are conducted at Year 4 and Year 6. The areas covered are Samoan, English and Numeracy. The initial intention behind the SPELL Tests was to use the test as a measurement and diagnostic tool to allow literacy standards to be monitored and identify students whose performance in the test placed them at some risk in achieving educational outcomes.

All secondary schools have been resourced with library facilities and a School Library Assistant [SLA] was recruited as a means to improve library services and to provide library support for students and teachers in the schools. Some primary schools have been included in this program and are currently running a mobile service [SLA mobile] to other primary schools within the district, with support under the school fees grants scheme to purchase reading and learning materials.

Pacific Benchmarking for Education Results [PaBER]

The PaBER Programme commenced in 2012 and aims to improve literacy and numeracy levels of children in the Pacific region by equipping policy makers in Pacific countries with the information and knowledge to drive interventions that will have a real effect on learning results. Samoa is one of the countries, used to pilot a benchmarking approach to test its usefulness as model to drive interventions that will have a positive impact on learning in the region.

The PILNA test was administered in 2013, and the results for Samoa confirm that the SPELL results are not good for Samoa.

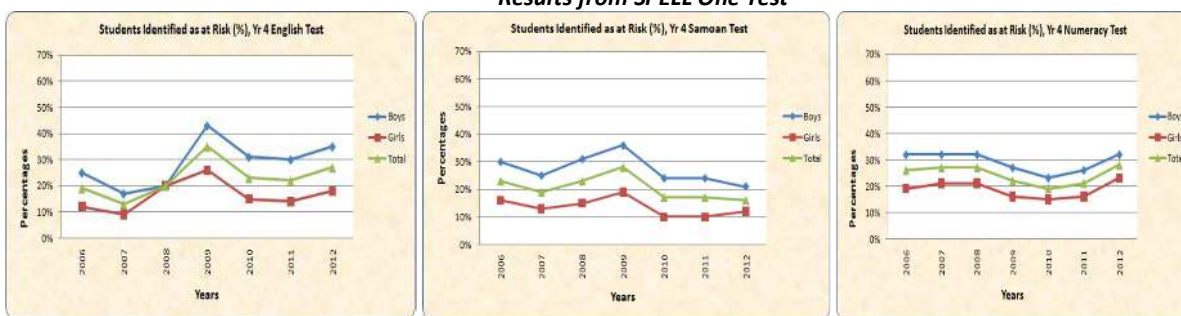
Home School Literacy Partnership

Improving students' literacy and numeracy skills remains a priority. The Ministry commenced a programme for a Home School Literacy Partnership program implemented in selected primary government schools. The focus is to encourage and ensure the community's involvement in our drive to improve literacy and numeracy in schools.

SPELL Results

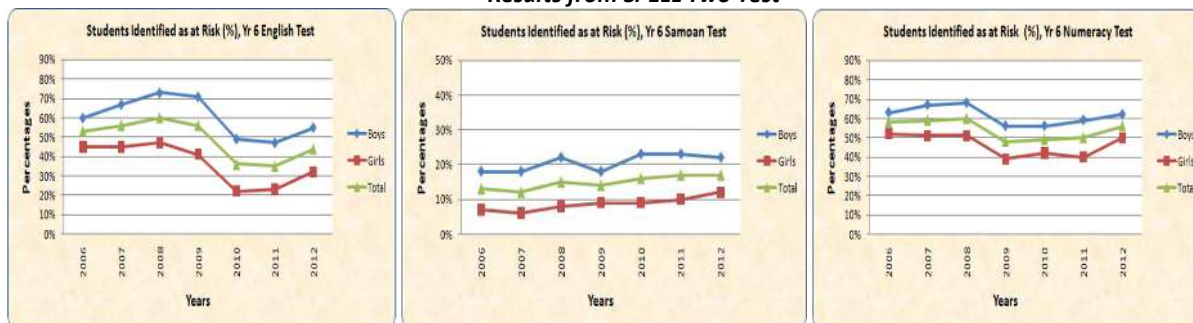
The results have consistently shown high percentages of at risk students at both levels. In SPELL 1 [Year 4] significant improvement was noted for 2009 [27%] to 2010 [17%] in Samoan literacy, while some slight improvements were noted for numeracy from 2008 [27%] to 2009 [22%] and 2010 [19%]. Significant improvements is also noted in English literacy from 2009 [35%] to 2010 [23%].

Figure: 11 Primary Students Identified as at Risk, Year 4, (Government and Non-Government)
Results from SPELL One Test



Source: MESC Statistical Digest 2013.

**Figure 12: Primary Students identified as at Risk, Yr 6, (Government and Non-Government)
Results from SPELL Two Test**



Source: MESC Statistical Digest 2013.

Examination results in the SPELL tests are concerning. The quality of teaching, inadequate teaching resources and minimal support for teachers, may be causal factors. Other factors affecting scores may be the quality of assessment in terms of validity and reliability.

SPECA

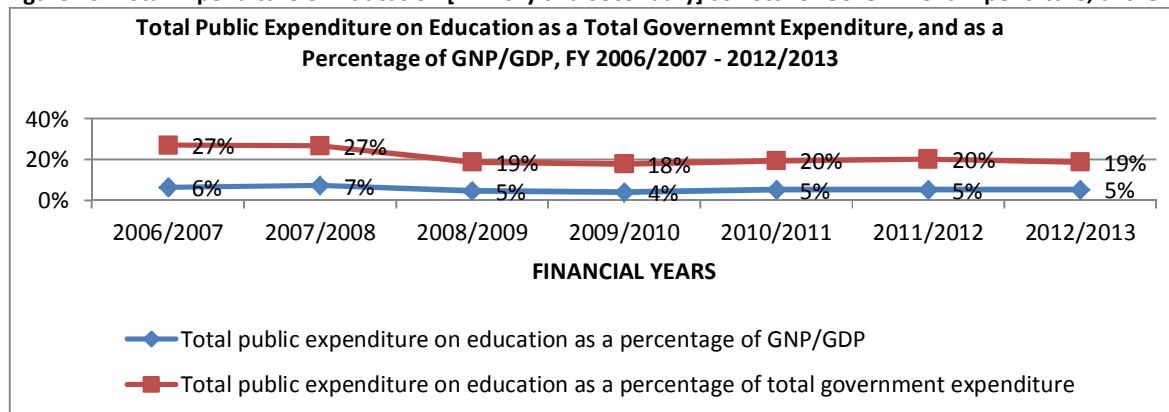
The Samoa Primary Education Certification Assessment [SPECA] has replaced the Year 8 curriculum-based examination starting in 2013. The SPECA is an aptitude test designed to determine the ability of students to learn in their future studies. It identifies the specific area of inclination of students. It is focused on measuring competencies and readiness in the future performance while the previous exam measured what students have achieved. SPECA gives a better estimate of student's abilities and provides information on student's relative strengths and weaknesses⁴⁸. It will inform primary school graduates' potential for secondary and further studies.

The SPELL test results indicate continuing problems with literacy in primary schools with the number of 'at risk' students in English increasing from 46% in 2000 to 53% in 2006. Girls are outperforming boys consistently and this is another challenge in most countries. Senior officials believe that teacher quality and school leadership are the critical issues in Samoa impacting on learning outcomes of students.

Financing Education

Figure 13 demonstrates total expenditure on primary and secondary education as a percentage of GDP has decreased over the years. Similarly, total public expenditure on education as a percentage of total government expenditure also decreased. Total public expenditure on education decreased in 2008/2009 and 2009/2010 before picking up again in 2010/2011. This is due to a decrease in government funding to education. Expenditure on education has never reached the 30% mark.

Figure 13: Total Expenditure on Education [Primary and Secondary] as Total of Government Expenditure, and GDP



⁴⁸ Information on Samoa Primary Education Certification Assessment [SPECA]. p.1

Financing ECE

Since 1999, the GoS, through MESCS, has been providing an annual per capita grant to pre-schools registered with the NCECES. The current allocation (2013) is approximately SAT104 per child. The provision of most of the materials and teacher salaries remain the responsibility of the provider of ECE. Salaries are often fundraised by PTAs and communities.

Table 40 shows the total financial commitment by the GoS to ECE in the FY 2007/08 – 2012/12. During this period, the annual Government grant to ECE is equivalent to 7.5 percent of the total annual

Government grant to Mission, Private and Special schools. The entire annual grant is distributed between mission and private schools, special schools and ECE centres. This is also, the Government's allocation towards development of ECE curriculum.

Parents are required to Pay Fees to ECE Centres. Depending On the Provider, Fees Range from SAT5 per Term To SAT200 Per Term In 2013, With Private ECE Centres Generally Charging More.

Table 40: Public expenditure on ECE, FY 2007/08 – 2012/2013 (SAT)

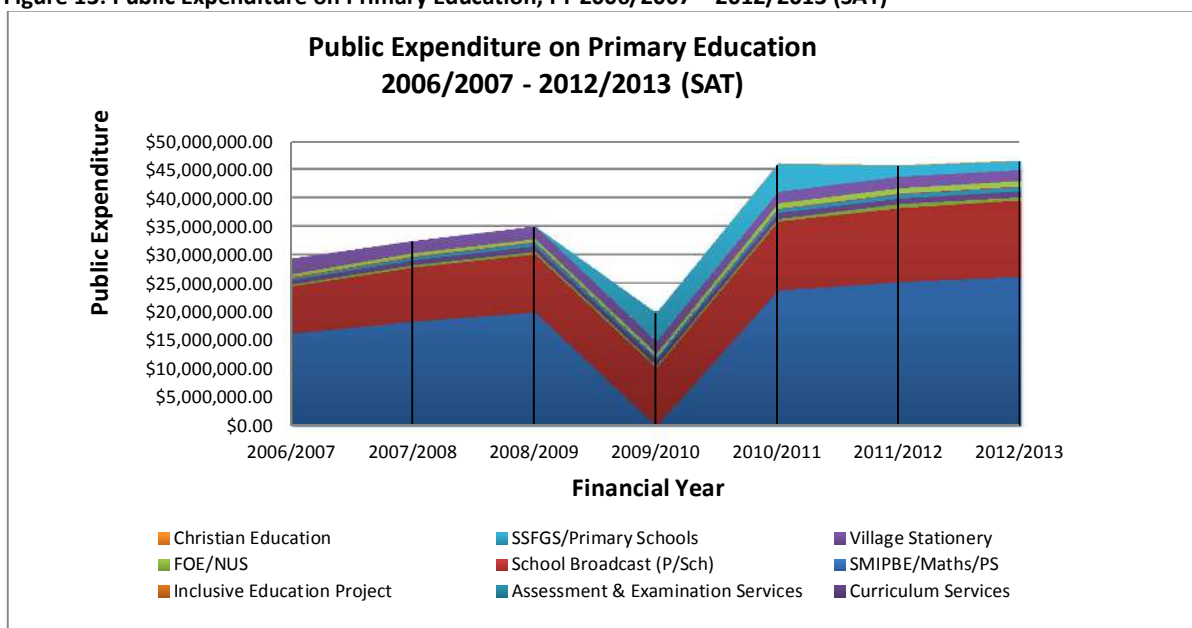
Financial Year	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Annual Grant	300,000.00	300,000.00	300,000.00	375,000.00	375,000.00	375,000.00	375,000.00

Source: MESCS

Financing Primary Education

The GoS highlighted its commitment to primary education by increasing its budget allocation as can be demonstrated by Figure 13. Public expenditure on primary education has increased every year since the FY 2006/2007. Much of the money goes to teaching services, teacher development and stationery.

Figure 13: Public Expenditure on Primary Education, FY 2006/2007 – 2012/2013 (SAT)



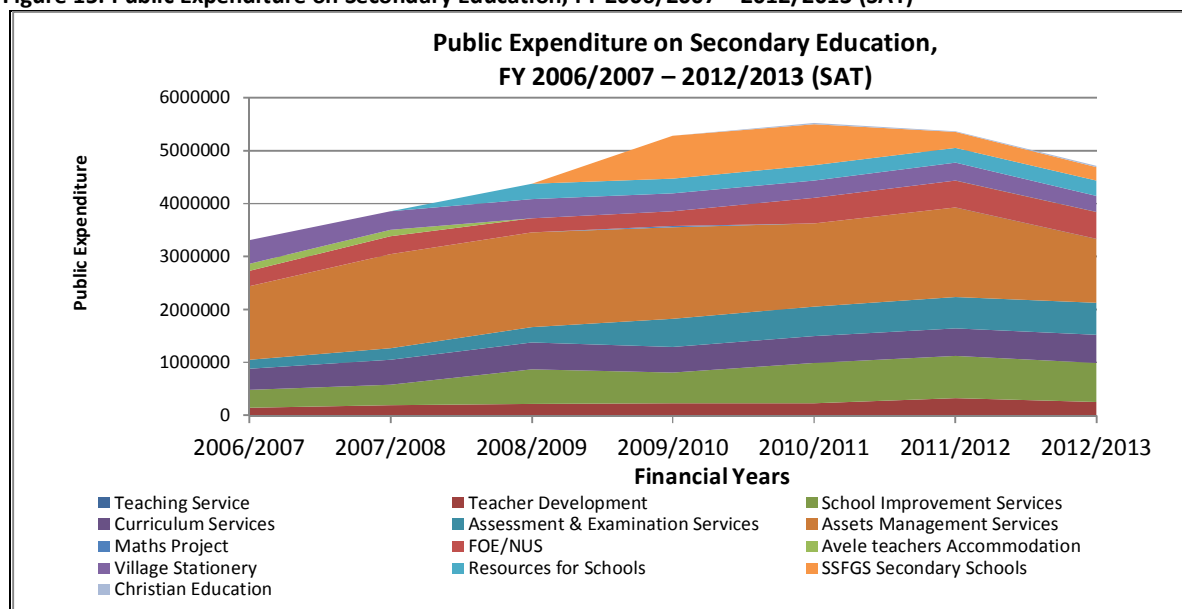
Source: MESCS

The SSFGS started in 2010 with the Development Partners contributing 100%, and thereafter, the GoS will contribute until it takes over the full financing of the programme. Enrolment has since increased with the various levels.

Financing Secondary

Public Expenditure on secondary also increased as shown by Figure 15. The main contributor to this growth was the teaching services, teacher development and stationery. Christian Education was introduced in the FY 2010/2011.

Figure 15: Public Expenditure on Secondary Education, FY 2006/2007 – 2012/2013 (SAT)



Source: MESC

Financing Special Needs

The GoS's commitment to SNE has increased. In addition to the annual grant, the Government under the MESC budget also allocates appropriations towards the development of special needs education.

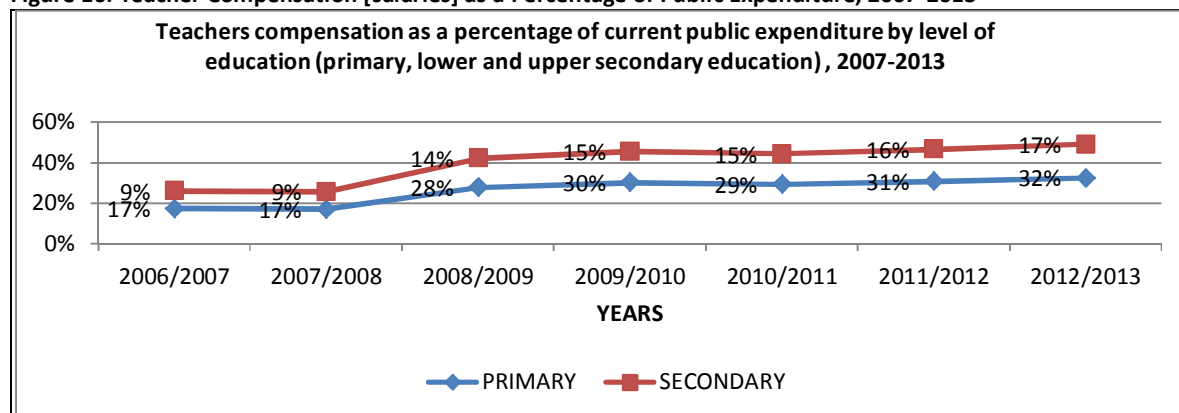
Table 41: Public expenditure on SNE, FY 2007/08 – 2012/2013 [SAT]

Financial Year	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Annual Grant	\$200,000.00	\$200,000.00	\$200,000.00	\$250,000.00	\$250,000.00	\$250,000.00	\$250,000.00

Source: MESC

Financing Teacher Development and Services

Figure 16: Teacher Compensation [salaries] as a Percentage of Public Expenditure, 2007-2013



Source: MESC Finance

Funding for teacher salaries over the years have increased as shown by Figure 16. This indicates that the majority of the Education budget goes to personnel costs, with the remaining to fund curriculum materials and teacher development.

Financing Tertiary Education

The NUS receives an annual grant from Government and levies fees for tuition. It has an annual budget of around SAT9 million, and increasing yearly since FY 2010/2011. The Government also sponsors students to tertiary institutions, such as NUS and overseas universities. As an example, Table 42 details the Government expenditure on sponsoring students to the FoE at NUS, which has increased dramatically since FY2006/07.

Table 42: Government Expenditure on NUS and sponsoring students to FoE at NUS, FY2006/07 – 2012/13

Financial Year	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13
Grant from Government	\$9,000,000.00	\$8,000,000.00	\$10,000,000.00	\$9,880,000.00	\$11,425,720.00	\$11,586,670.00	\$11,574,802.00
Expenditure on FoE (NUS) Sponsored Students	\$850,000.00	\$986,293.00	\$2,600,000.00	\$2,400,000.00	\$2,400,000.00	\$2,400,000.00	\$2,200,000.00

Source: MESC Finance

Parent Contribution to Education

The provision of primary education is a partnership between the Government and communities. MESC appoints and pays the salaries of principals and teachers, and distributes stationery and curriculum materials to schools. In the FY2006/07 up to FY2012/2013, the Government made provision for the purchase of consumables for secondary schools to improve the quality of practical subjects. In the FY 2010/2011, the Governments of New Zealand and Australia through the Government of Samoa provided the much needed financial assistance to enable primary school students to attend school without having to worry about school fees. In the FY 2013/2014, the Government of New Zealand contributed more funds to the School fee Grants Scheme to enable secondary students from Year 9 to 11 to attend school without having to worry about schools fees.

The local communities (village and district) provide the school buildings, furniture and equipment, and are also responsible for the maintenance of the school and its environment. These maintenance costs are passed on to parents who pay maintenance fees, which can vary from SAT5 a term to SAT50 a year in the urban area. Parents also contribute in other ways in funding their child's education, including funding school uniform costs, transport, lunches, building maintenance and other school requirements.

2.6.3 Remaining gaps, issues and challenge⁴⁹

Quality learning requires quality teaching, therefore a highly professional teaching force, supported by effective learning environments, remains the key to improved learning. We need to build and sustain the necessary institutional and professional arrangements for teaches for learning to happen.

Many schools do not achieve the Minimum Service Standards relating to the quality of learning in the classroom. There are many factors at work. Teacher quality is the major one, but factors such as the learning environment, the effectiveness of the curriculum, the assessment policy, language policy, and the demand-side factors of parents' attitudes to school, and community support all play their part in constraining or facilitating good teaching and learning.

Learning resource materials and equipment are also central to good quality higher education and TVET in particular. If these resources are lacking in TVET, the learning shifts from an applied/authentic focus to a more theoretical approach. Appropriate IT support and access to library facilities and resources are all key ingredients of PSET quality. A critical constraint for all Samoan PSET providers is a lack of funds (for non-salary expenditure). Without the necessary funding on an ongoing basis, it is extremely difficult to keep equipment up to date.

⁴⁹ Data extracted from the Samoa Education Sector Plan 2013 – 2018

The constraints affecting young people from all backgrounds enrolling and completing PSET courses are not yet fully understood and documented. It is widely believed, however, that constraints include the following:

- fee levels that preclude students from poorer families
- family and student limits on mobility
- perceived relevance of courses and associated weakened industry linkages
- perceived low value of learning through non-formal education
- Insufficient numbers of qualified teachers and trainers at all levels, restricting what courses can be offered
- Limited learning pathways from secondary to PSET, and within PSET

2.6.4 Conclusion and way forward (including post 2015)

As well as financial constraints, other factors, particularly at the secondary level might concern students or parents perception of the relevance and quality of what the school can offer. Often there is limited access to appropriate Maths and Science courses at secondary level, and a shortage of teachers in specialist subjects particularly in Science, and Maths. Addressing this shortage in the medium term is crucial given these are particularly relevant subjects for future employment.

Information and communication technologies [ICTs] not only provide new avenues for pedagogical approaches and learning but can also change the nature of learning. However, ICTs by themselves in a classroom will not improve learning – they need to be embedded in a quality teaching-learning process to become effective enablers of learning.

Teachers at all levels face challenges in monitoring and evaluating students' progress and adjusting their teaching accordingly. They also often lack the skills needed to identify and teach learners with special needs. As well as teachers, school directors and head teachers require further development of their leadership and management skills.

While the adequacy of teachers' own knowledge and their teaching skills can be critical constraints, in the Samoan context a strong constraint running in parallel is a frequent lack of commitment, of low morale, and hence low motivation to teach to their best. Teaching for many is not their career of choice but of necessity. Many, if the opportunity arises, leave the profession. Retaining high quality teachers in the system is a problem at both primary and secondary levels.

2.7 Summary

Although the Ministry and development partners have invested heavily in In-service for teachers, commitment of teachers and principals in terms of leadership remains a major challenge. Shortages of secondary teachers have developed and have become critical in some subject areas, particularly mathematics and science.

Participation in ECE remains low, with a gradual increase / decrease. Quality of ECE centres remain a concern as many do not meet the NCECE requirements and standards. These centres also lack educational and maintenance resources. Failure to comply with national standards has led to the closure of a number of ECE centres.

Support for early childhood education included the training of teachers funded under the Ministry of Education, Sports and Culture (MESC) and Faculty of Education (FoE) sponsorship program. The Minimum Service Standards for schools were approved and implemented in the schools in 2010 with the start of the Samoa School Fee Grants Scheme jointly funded by the Governments of New Zealand and Australia. The Scheme provided access to fee free education at primary level for all except private schools with the dual aim of achieving universal primary education by 2015 as well as improved learning outcomes. The School Fee Grant Scheme has continued to secondary level for Years 9 to 11 with the exception of private schools. The aim of the scheme is to make education accessible and available to all students.

The Compulsory Education Act was passed in 1991/1992 and the legislation requires that “every child is hereby required to have his or her name enrolled on the register of some Government or registered school from the time he attains the age of five years until either he attains the age of 14 years or sooner completes the work of Year 8. However, the Act has not been fully enforced. Not all children are in school, including those with special needs.

In the primary level, the Samoa Primary Education Literacy Levels (SPELL) Tests are conducted at Year 4 and Year 6. The areas covered are Samoan, English and Numeracy. The initial intention behind the SPELL Tests was to use the test as a measurement and diagnostic tool to allow literacy standards to be monitored and identify students whose performance in the test placed them at some risk in achieving educational outcomes. The SPELL Results have consistently shown high percentages of at risk children at both levels.

In SPELL 1 [Year 4] significant improvement was noted for 2009 [27%] to 2010 [17%] in Samoan literacy, while some slight improvements were noted for numeracy from 2008 [27%] to 2009 [22%] and 2010 [19%]. Significant improvements are also noted in English literacy from 2009 [35%] to 2010 [23%].

In SPELL 2, the percentages of at risk children⁵⁰ in Samoa has been relatively low compared to the rates for English literacy and numeracy both of which have been very high. However, from 2009 [14%] to 2010 [16%] a small increase in the percentage of at risk students is noted. Percentage of at risk children in numeracy however have been quite high with 59% in 2008, 48% in 2009 and 49% in 2010 mirrored by the figures for English literacy with 59% in 2008, 56% in 2009 and 35% in 2010.

For the improvement of Post-Secondary Education and Training (PSET), the Samoa Qualification Authority (SQA) continued to foster strong partnership with PSET providers and its stakeholders to gain feedback towards a more forward looking approach to PSET development.

⁵⁰ Students who have been identified as having learning difficulties, and are graded at Levels 4 or 5 on the SPELL Test

CHAPTER 3

Review of EFA Strategies and Sector Management

3.1 Assessment of EFA Strategies

3.1.1 Legislation Review

3.1.1.1 Compulsory Education Amendment Act

The Compulsory Education Amendment Act 1992/1993 has provision for compulsory primary education for children in Samoa for students between the ages of 5 and 14 years old. This is enforced by the Education Act 2009.

3.1.1.2 Education Act 2009

The Education Act 2009 provides the legal framework within which all education developments operate, and in particular the enforcement of compulsory education, which will ultimately work towards achievement of the universal primary education for all.

The Act regulates and makes provision for school education and early childhood education in Samoa and repeals the Education Ordinance 1959. The same Act regulates Compulsory Primary Education for children in Samoa between the ages of 5 and 14 years who have not completed Year 8. It provides the opportunity for all students to attend school regardless of their background or economic status.

3.1.3 Policy Review

3.1.3.1 Education Sector Plan [ESP]

Education is the key to the Strategy for the Development of Samoa [SDS] and the need to improve employment prospects and reduce scarcity of skilled labour that constrains private sector growth. The Education Sector Plan July 2013 – June 2018 fulfills the vision of Government to adopt the concept of sector wide planning. This brings together the education sector with the forward plans of the MESC, SQA and the NUS together with arrangements for implementing and monitoring the plans. The ESP builds on the Strategic and Corporate Plans of the three main subsectors of education. It further strengthens the Sector Wide approach involving all stakeholders in tackling the developmental needs of the education sector in Samoa.

3.1.3.3 Inclusive Education Policy

Inclusive education has a multifaceted nature and many areas need to come together to effect positive change to the presence, participation, and achievement of all students vulnerable to exclusion. For students⁵¹ living with disability the challenges they face in order to have access and achieve desirable outcomes from their educational experiences can only be met by multi-sectoral policies, strategies and collaboration. The Inclusive Education Policy for Students Living with Disability (IEPSD) 2013 is situated within Samoa's Constitution (1962), legislation, policies and strategies. From legislation to policies and strategies the IEPSD 2013 is further situated within the context of the *Strategy for the Development of Samoa (SDS), 2012–2016* whose vision and long term development goal is “*Improved Quality of Life for All.*” Within this broad national development context, a number of policies and strategies have specific relevance to the IEPSD 2013.

Samoa's Constitution guarantees to all people certain fundamental human rights⁵². Samoa has passed disability-specific legislation primarily in education and accessibility. The Education Act 2009 provides explicit recognition of the rights of students with disability.

⁵¹ Lameta E. (2013) Draft Inclusive Education Policy for Students living with Disability (IEPSD). p. 3 – 4

⁵² For example, rights such as: Right to life (Article 5), Right to personal liberty (Article 6), Freedom from inhuman treatment (Article 7), Freedom from forced labour (Article 8), Right to a fair trial (Article 9), Rights concerning criminal law (Article 10), Freedom of religion (Article 11, 12), Rights

The Samoa National Policy on Disability (SNDP) developed in 2009 includes the National Policy Implementation Plan 2011-2016 which has since been incorporated into the MWCS Development Framework – Community Development Sector 2012-2017. Analysis of the SNDP suggests that as a lead document for national planning implementation and monitoring of provisions for people living with disability, it has a number of fundamental weaknesses conceptually and in its implementation that requires urgent review to effect positive changes for people living with disabilities⁵³.

3.2 Enabling/Constraining Factors

3.2.1 Enablers:

Education for All is everyone's responsibility. The EFA movement has been at the forefront of developments and improvements in education. These developments and achievements have possible because of the support and commitment of all partners in education.

Government support: Government has been the biggest enabler for EFA in Samoa. Government commitment and financing plays a major role in the progress made so far in the education system.

Partnership with Development partners: have also contributed to the improvement and success of EFA implementation. Their financial support has enabled the many activities to be implemented.

The launch of the *Education Act 2009 and the Education Sector Plan 2013-2018* also contributes to the betterment for Samoan schools. The implementation of the Act and the Plan has pushed for education for all in its various forms. The documents are the strength of the system to ensure that education is available and is for all people of Samoa.

3.2.2 Constraining Factors:

With every good initiative and strategy, there will always be set-backs that challenge the completion of such initiatives. It is a hindrance to the progress of the work. Barriers to achieving better outcomes lies with the implementation of the programmes to the stakeholders – the children.

Although there were funds donated and given to further education programmes, there is never enough given the scope of the education sector and the work that is required. The availability of donor funding to support developments in education brings with it an issue as the sustainability of the programmes when donor funding ceases.

3.3 Lessons Learned / Best Practices

3.3.1 Education as a life-long process

Education is a life-long learning process. Education is never finished. The end of one thing is the beginning of another. There should always be on-going support for both teacher and students and the community. Education for all is everyone's responsibility. Education is from birth to death.

3.3.2 Education and changes

Changes are evident in today's world. Education should be able to provide students, parents and the community the opportunity to survive in a changing society. As educators, education never ends. Education is every day. It can be in the home, the community, in town or a more formal setting. Education should not be a one person show.

regarding freedom of speech, assembly, association, movement and residence (Article 13), Rights regarding property (Article 14), Freedom from discriminatory legislation (Article 15)

⁵³ MESC (2013) *Samoa Inclusive Education Situational Analysis: Students with Disabilities 2013* page 132-133

CHAPTER 4

Emerging Challenges and Government Priorities

4.1 Emerging development challenges⁵⁴

Despite government commitment, NGO support, donor assistance and the many achievements. There still remain the challenges to be addressed beyond 2015.

4.1.1 Quality of Education

Early Childhood Education

The major challenges facing ECE include the quality of education currently provided. Access to quality Early Childhood Education (ECE), which helps to prepare children for primary school, is a concern across the country, with most ECE teachers untrained, and all managed by NGOs.

Children's performance in basic education is also a concern. Many children do not acquire the basic literacy and numeracy skills that would enable them to continue in the school system. The data from literacy and numeracy tests in primary education paints a picture of stagnating quality or even regression. Preparing children for school through Early Childhood Education is also a critical investment.

The inadequate supply of teaching quality is also a challenge. While we have considerable challenges in terms of qualifications and certification, the critical challenge lies in teacher and head teacher/principal competence. There is a large number of untrained teachers in ECE.

Primary and Secondary Education⁵⁵

Many schools do not achieve the Minimum Service Standards relating to the quality of learning in the classroom. There are many factors at work. Teacher quality is the major one, but factors such as the learning environment, the effectiveness of the curriculum, the assessment policy, language policy, and the demand-side factors of parents' attitudes to school, and community support all play their part in constraining/facilitating good teaching and learning.

Many teachers in primary schools have not had adequate training (at pre-service and in-service levels) and on-going professional support to ensure they have the content, pedagogical and assessment knowledge needed to implement effective literacy and numeracy programmes. The quality of school leavers entering the Faculty of Education at NUS to train as teachers is also a concern, with senior staff expressing serious concerns.

Teachers at all levels face challenges in monitoring and evaluating students' progress and adjusting their teaching accordingly. They also often lack the skills needed to identify and teach learners with special needs. As well as teachers, school directors and head teachers require further development of their leadership and management skills.

While the adequacy of teachers' own knowledge and their teaching skills can be critical constraints, in the Samoan context a strong constraint running in parallel is a frequent lack of commitment, of low morale, and hence low motivation to teach to their best. Teaching for many is not their career of choice but of necessity. Many, if the opportunity arises, leave the profession. Retaining high quality teachers in the system is a problem at both primary and secondary levels.

Science and mathematics subjects are a major concern in Samoa at the moment – both as a subject and teacher demand and supply. Improving the quality of education in Samoa will require increasing numbers of qualified teachers and instructors, which would help foster continued increases in literacy and numeracy.

⁵⁴ Data and information sourced from the Samoa Education Sector Plan 2013 – 2018

⁵⁵ The information for this part of the report was taken from the Samoa Education Sector Plan 2013-2018

Post School Education and Training

Many PSET providers have insufficient organisational capacity to achieve quality standards. They are constrained too by the inadequate knowledge and skills of many PSET lecturers and trainers, and also by a lack of budget to support programmes adequately.

Despite significant investment in technical and vocational education and training (TVET), TVET options are limited and are not always relevant to available employment opportunities. Lower income groups, and those in rural areas and outer islands, tend to have much less access to skills development.

In the TVET sub-sector, low occupational standards, irrelevant curriculum, lack of qualified instructors, limited resources and necessary equipment, and quality assurance mechanisms contribute to the overall low quality of TVET in Samoa. Training systems tend to operate in isolation of labour market demand and with little employer participation.

Learning resource materials and equipment are also central to good quality higher education and TVET in particular. If these resources are lacking in TVET, the learning shifts from an applied/authentic focus to a more theoretical approach. Appropriate ICT support and access to library facilities and resources are all key ingredients of PSET quality. A critical constraint for all PSET providers is a lack of funds (for non-salary expenditure). Without the necessary funding on an ongoing basis, it is extremely difficult to keep equipment up to date.

4.1.2 Access and Equity

Early Childhood Education

ECE development has been largely haphazard to-date and grown to what it is being underpinned by policy and strategic direction. For these reasons providing equitable access has not been possible. Most children do not have the opportunity to access ECE. For these children, the constraints may be financial or geographical (no local provision), or concern the perception of quality of local provision, or parents' lack of knowledge of the value of a good early childhood learning experience. .

Primary and Secondary Education

Access and equity are challenges. Many children enrolled are dropping out before completing primary school. There is a low student school retention rate particularly at the secondary level.

Disability has been invisible for some time. But there have been work done to address disability but very slow. Disability limits access to education, employment, recreation, health and other social services, leading to economic and social exclusion, while persons with disability and their families face prejudice, discrimination and rejection. Women and children with disabilities are particularly vulnerable to violence.

The constraints on achieving equity in the provision of primary and secondary schooling remain persistent. Probably the key constraint keeping children out of school or enrolling and then dropping out is related to families' economic situation and the open and hidden costs of educating a child. The affordability of secondary schooling remains a challenge to most parents.

At the primary level, it is recognized that there are still small numbers of hard-to-reach, vulnerable families living very poorly in remote areas who are not sending their children to school.

Reaching all children with disabilities and enrolling them in appropriate education remains a challenge. Today's policy of increasingly including children with disabilities in mainstream primary and secondary schools brings different potential constraints - teachers not yet equipped with the knowledge and skills (or the professional support) to do justice to the students with disabilities in their school.

As well as financial constraints, other factors, particularly at the secondary level might concern students or parents' perception of the relevance and quality of what the school can offer. Often there is limited access to appropriate

Maths and Science courses at secondary level, and a shortage of teachers in specialist subjects particularly in Science, ICT and Maths.

There is a significant equity issue inside schools too. There is growing concern about the education of boys. Boys are over-represented in literacy and numeracy at risk categories and in dropout rates at both primary and secondary levels. The trend of boys outnumbering girls at secondary school has been evident since 1996 and it is still continuing. Sixty three per cent of boys attend secondary education, compared with 78 per cent of girls. Girls also make up the majority (59%) of enrolments in the SSLC Examination. Key factors to consider in educating boys will be engaging them and motivating them to want to learn through the use of appropriate teaching methods and relevant curriculum materials. It will also be important to gain the support of parents and the wider community. Often it is not that students can't learn, it is that they don't want to or can't see the point and limited pathways from secondary to PSET may also be a factor.

Post School Education and Training

In PSET, relevance refers to the overall match between demand for, and supply of, skills. A number of recent studies which include the National and International Employment Opportunity study, Labour Market study and the Survey of Employers and Graduates Tracer Studies that pointed to a mismatch between demand and supply manifesting in a critical skills shortages within Pacific Island Countries. These skill shortages impact negatively on economic and social development, and the overall balance between demand and supply of skills is subject to short-term cyclical macro economic factors.

The constraints affecting young people from all backgrounds enrolling and completing PSET programmes are not yet fully understood and documented. There are pathways and opportunities from secondary to PSET but there are constraints with tuition fees being the main barrier. Other constraints include the following:

- fee levels that preclude students from poorer families;
- family and student limits on mobility;
- perceived relevance of programmes and associated weakened industry linkages;
- perceived low value of learning through non-formal education;
- Insufficient numbers of qualified teachers and trainers at all levels, restricting what programme can be offered; and
- Limited learning pathways from secondary to PSET, and within PSET.

4.1.3 Relevancy

Early Childhood Education

Little concrete evidence is currently available about the relevancy of the current provisions for ECE to the needs of the students entering primary school. ECE curriculum guidelines are in place but due for review and revision. It is not clear to what extent ECE teachers follow the present Curriculum Guidelines in the classrooms. Similarly, it is also not known to what extent appropriate and relevant learning materials are available. The interface with current ECE teaching and learning with the new bi-lingual primary curriculum remains unclear.

Primary and Secondary Education

A more relevant, bilingual primary school curriculum is currently being implemented in schools. It includes instructional materials that emphasise more active, student-centred learning activities. This new curriculum will be evaluated under the Education Sector Plan in terms of quality and relevance to the needs of the students. At present, a major concern is that pre-service teacher education at the National University of Samoa [NUS] is not fully aligned to the new primary curriculum. A review of the secondary curriculum is underway to accommodate recent developments in ICT and the localization of the Pacific Senior School Certificate examination.

There is also a shortage of teachers at secondary level in specialist subjects particularly in Science, ICT and Maths. Addressing this shortage in the medium term is crucial given these are particularly relevant subjects for future employment.

Post School Education and Training

In PSET, relevance refers to the overall match between demand for, and supply of, skills. A number of studies point to a mismatch between demand and supply manifesting in a critical skills shortages within Pacific Island Countries. These skill shortages impact negatively on economic and social development, and the overall balance between demand and supply of skills is subject to short-term cyclical macro economic factors.

In Samoa, linkages are weak between PSET programmes and skills needs of industries and professions. There is an absence of data to inform the relevance of PSET programmes to the national needs for economic, cultural and social development.

4.1.4 Efficiency and Effectiveness of the Samoa Education System

One of the major challenges is the issue of securing sustainable resources to underpin quality and expansion of the education sector. Though the education sector has the high share of public expenditure, over 90% of educational expenditure goes towards teacher salaries with little left for quality related efforts that requires specific financial commitment.

Basic gaps include school resources, initial teacher education/training, ongoing professional development as well as capacity development at Ministry level. In order to bring about effective and efficient education reform, there is a dire need to rethink educational investment to address the pressing challenges.

Particular attention needs to be given to Education for Sustainable Development (ESD) to ensure that the natural resources of the Pacific are sustainably managed in the context of natural hazards and climate change.

Efficiency and effectiveness of education could be also improved by improved sector planning, development of more local and relevant resources, and improving educational facilities. Continuing political commitment to support quality education has created an enabling policy framework, but increased resources to achieve equity in the access to quality education are still needed.

4.2 National Policy Directions

As stipulated in the SDS 2012-2016 the key outcome is to improve focus on access to education, training and learning outcome. The aim is to increase and broaden access to education, ranging from Early Childhood Education to Post Secondary Training in both the formal and non-formal institutions as well ensure the gradual integration of Inclusive Education. The National Policy on ECE 2014 is being developed to guide and provide a clearer direction for future developments towards ECE in Samoa.

^{56,57} Human resource development and capacity building is a pre-requisite to achieving national and sectoral goals as to ensure the skills and knowledge available within the country are relevant to the requirements of each sector.

The mission of the sector plan 2012-2016 is to promote the achievement of high quality Education and training to meet the national socioeconomic and cultural goals. The two-fold approach towards improving education and learning outcomes in the medium term involves improving the quality of teaching services as well as learning environment.

⁵⁶ MOF (2012) Strategy for the Development of Samoa (2012), page 12 & 53

⁵⁷ Data extracted from SDS 2012 - 2016

The aim to increase and broaden access to education, ranging from Early childhood Education to Post Secondary training in both the formal and non-formal institutions as well as ensuring the gradual integration of Inclusive education.

4.3 Implications for future education development

Education for All remains a key agenda for basic education. There remains an unfinished agenda. The future direction for education needs to go beyond the current EFA goals. Key education issues such as access, learning, equity and quality of education, teachers, and skills developments should be the focus of emphasis and future education goals and strategies. Education should be addressed across the life-cycle and future approaches to education need to be underpinned by a life-long learning process.

Consideration should be given to ensure a successful early learning as well as opportunities for post primary education. Attention must be made to the issue of teachers in terms of pre-service and in-service training as well as professional status. We need to ensure a focus on qualifications and conditions of teachers as key deliverers for the quality of education.

It is also important in the development of curricula that it is broadened to consider beyond academic achievement and cognitive skill. There will always be non-cognitive competencies and skills that are important for social cohesion, creativity and social and emotional development of the individual and society.

4.5 Vision for Education Beyond 2015

The Government of Samoa's vision for education is to transform the education sector into an efficient and relevant mechanism for the development of the country's human resource capital. This reflects government's concern and policies for the educational welfare and development of all people. In addition brings together education agencies and institutions to ensure that education makes a positive and permanent contribution to Samoa's national development plans and to achieve international development goals.

4.1 The Education Sector

The **vision** of the Education Sector is that all people in Samoa are educated and productively engaged. The **mission** of the agencies supporting the sector is to promote the achievement of high quality education and training to meet the national, economic, social, and cultural goals of Samoa

The Education Sector Goals include:

- Goal 1: Enhanced quality of education at all levels
- Goal 2: Enhanced educational access and opportunities at all levels
- Goal 3: Enhanced relevance of education and training at all levels
- Goal 4: Improved sector coordination of planning and policy development.
- Goal 5: Established sustainable and efficient management of all education resources

4.2 Future Development Frameworks

Fulfillment of the right to education is critical to human wellbeing, economic growth and sustainable development, and it is therefore needs to be made prominent in the discussion on future development frameworks. There is a need for rethinking education in light of emerging trends, broader socio-economic development and challenges must be clearly reflected in the discussion on the future of education.

4.3 Improved Literacy and Numeracy in primary schools

The official reported literacy level of Samoans is very high, but literacy tests at the primary level (SPELL Tests 1 and 2) indicate significant problems with standards being attained in these early years. At the national level, the collection of data relating to literacy forms part of the Census of Population and Housing.

The SPELL test results indicate continuing problems with literacy in primary schools with the number of 'at risk' students in English increasing from 46% in 2000 to 53% in 2006. There are substantially more students identified at risk in Year 6 (SPELL 2) than in Year 4 (SPELL 1) in English and in Numeracy. Girls perform consistently better than boys in these tests with more girls reaching the higher levels and more boys being identified as at risk in all subjects. Students perform better in Samoan than in the other subjects.

MESC places an emphasis on assessing literacy at the primary level so that intervention strategies can be implemented early in life. By increasing the literacy rates at primary level, the adult illiteracy rate can be reduced over the years.

Examination results in the SPELL tests are concerning. The quality of teaching, inadequate teaching resources and minimal support for teachers, may be causal factors. Other factors affecting scores may be the quality of assessment in terms of validity and reliability.

4.4 PSET

The constraints affecting young people from all backgrounds enrolling and completing PSET courses are not yet fully understood and documented. It is widely believed, however, that constraints include the following:

- fee levels that preclude students from poorer families
- family and student limits on mobility
- perceived relevance of courses and associated weakened industry linkages
- perceived low value of learning through non-formal education
- Insufficient numbers of qualified teachers and trainers at all levels, restricting what courses can be offered
- Limited learning pathways from secondary to PSET, and within PSET

Strategies for tackling these constraints to access and equity include:

- Increasing the number and improving the location of institutions;
- Reducing user costs;
- Increasing the supply of teachers;
- Creating diverse pathways from schools to PSET;
- Working with relevant partner organisations to ensure inclusivity at all levels of education.

CHAPTER 5

Conclusions and Recommendations

5.1 Conclusion

The Government of Samoa has made good progress towards achieving education for all. The underlying concepts in all the EFA goals of: equity, access, quality, efficiency and sustainability also form the basis of current educational policies and strategies.

This report presents an overview of the status of education in Samoa, and identifies issues and challenges that have impacted Samoa's progress towards achieving education for all.

5.2 Recommendations

The future of education systems must take into consideration:

5.2.1 *Early Childhood Education*

- Preparing young people to become lifelong learners and to be able to adapt to changing realities has to be constructed in the early years of life
- MESC to support public awareness programmes on the importance of ECE
- MESC to engage in the development of the ECE policy
- MESC to look at making ECE compulsory for children between 3 – 5 years old
- MESC to ensure that Minimum Service Standards for ECE are developed
- MESC to encourage the establishment of one ECE Centre in a village
- Explore ways to fund ECE teacher salaries to ensure pay parity with primary school teachers salaries
- Encourage teachers in ECE centres to enroll in higher ECE programme

5.2.2 *Achieving Universal Primary Education*

- MESC to encourage and support the collaborative partnership between School Committees, families and schools to encourage the achievement of learners especially in numeracy and literacy
- MESC to enforce the Compulsory Education Legislation and the Education Act
- Education systems must equip young people with the skills required to adapt to fast changing societies and labour markets, and ultimately to a changing world.
- Learners should be trained to be innovative, be able to assimilate to change and to continue learning.
- Young people need a new set of skills to be competent and constantly changing world which include critical thinking, problem solving, collaboration, communication and technological literacy
- Has to go beyond academic achievements and cognitive skills to include non-cognitive and application of skills and competencies, as well as education for social cohesion
- MESC to ensure primary retention and completion rates improve to ensure progression into secondary level of education

5.2.3 *Life skills and Lifelong learning*

- Improve access to TVET opportunities for primary and secondary schools
- Learning is not confined to educational institutions as transmitters of knowledge. Learning outcomes can be developed in many different ways. Learning outside school matters for learning inside schools.
- Schools have the responsibility to consolidate and harness informal learning that takes place outside the classroom, bridging the gap between the school curriculum and informal learning that is facilitated by student-parent or student-student interaction

- Future curricula should go beyond focusing on traditional forms of knowledge, they should encompass a wider range of learning domains

5.2.4 Literacy

- MESC to support teachers to provide more assistance to students identified as at risk
- Partnerships between the community and MESC to be strengthened to encourage literacy and numeracy
- Learning requires rich support systems, including highly professionalized teaching profession, and sustain the effective institutional arrangements for learning to happen
- Research will continue in order to ensure that bilingual policies are evaluated and findings used to develop better and more effective practices
- Explore literacy and numeracy assessment at the secondary level

5.2.5 Gender Parity and Equality

- MESC to find ways to encourage boys to stay in school
- MESC to conduct awareness campaigns and programmes to encourage equality of treatment between girls and boys
- Teachers to encourage students to pursue and participate in programmes which develop their strengths in areas such as sports, arts, agriculture science and music
- Creating diverse pathways from schools to PSET and within PSET;
- Increase professional development opportunities for teachers

5.2.6 Quality Education

- Teacher marketing needs to be aggressive in-order to attract more teachers and maintain their level of commitment to the profession
- Encourage teachers to be innovative and creative in delivering lessons
- MESC to explore ways to up-skill teachers especially in science and mathematics
- Rethinking learning also means rethinking teaching. Teachers must continue to evolve from transmitters of knowledge to enablers for learning
- The central role of teachers in the learning process cannot be overstated, and the increasing importance placed of technology in education must not overshadow the critical role of teachers
- Teachers will be trained on how to develop their own curriculum materials through a research-based approach, and share their materials with other teachers and schools
- Gaining parental and community support for improved learning and accountability
- Securing adequate funding for sustaining training resource materials and equipments
- Establishing high expectations in terms of expected learning outcomes, quality benchmarks and professional standards
- Improving capacity for effective teaching and quality leadership;
- Undertaking research, developing policies, strengthening systems, and providing resources and processes to support continuous improvement

REFERENCES

- Government of Samoa (2013) **Country Report on the Status on the Rights of the Child in Samoa**. MWCSO, Apia, Samoa.
- Government of Samoa. **ECE Database**. MESC, Apia, Samoa
- Government of Samoa (2009) **Education Act 2009**. Apia, Samoa
- Government of Samoa (2007) **Education For All – Mid-Decade Assessment Report Samoa 2007**. MESC, Apia, Samoa.
- Government of Samoa. **Manumea Database**. MESC, Apia, Samoa
- Government of Samoa (2013) **MESC Statistical Digest 2013**. MESC, Apia, Samoa.
- Government of Samoa (2012) **MESC Statistical Digest 2012** MESC, Apia, Samoa.
- Government of Samoa (2011) **Bilingual Education Policy Handbook: For use in the training of teachers in the delivery of the new primary bilingual curriculum**. Malifa, Samoa
- Government of Samoa (2012) **Population and Housing Census 2011: Analytical Report**. Samoa Bureau of Statistics, Apia, Samoa.
- Government of Samoa (2007) **School Nutrition Standards**. MESC, Apia, Samoa
- Government of Samoa (2012) **Samoa Census of Population and Housing 2011**. Samoa Bureau of Statistics, Apia, Samoa
- Government of Samoa (2013) **Samoa Education Sector Plan July 2013 – June 2018**. MESC, Apia, Samoa.
- Government of Samoa (2011) **Samoa School Nutrition Standards: Resource Booklet**. MoH and MESC. Apia, Samoa
- Government of Samoa (2012) **Strategy for the Development of Samoa 2012 – 2016**. MoF, Apia, Samoa.
- Government of Samoa (2008) **Strategy for the Development of Samoa 2008 – 2012**. MoF, Apia, Samoa.
- Lameta E. (2013) **Draft Inclusive Education Policy for Students Living with Disability (IEPSD)**. Apia, Samoa
- MESC (2012) **MESC Annual Report July 2011 – June 2010**. Apia, Samoa
- MESC (2011) **MESC Annual Report July 2010 – June 2011**. Apia, Samoa
- MESC (2010) **MESC Annual Report July 2009 – June 2010**. Apia, Samoa
- MESC (2009) **MESC Annual Report July 2008 – June 2009**. Apia, Samoa
- MESC (2012) **MESC Corporate Plan July 2012 – June 2015**. Apia, Samoa
- MESC (2012) **MESC Corporate Plan July 2009 – June 2012**. Apia, Samoa
- MESC (2011) Corporate Plan July 2009 – June 2012. **Mid-Term Review July 2009 – December 2010**.
- MESC (2012) **Information Paper on Samoa Primary Education Certification Assessment**. Apia, Samoa
- MESC (2006) **MESC Strategic Policies and Plan July 2006 – June 2015**. Apia, Samoa.
- MESC (2005) **National Curriculum Policy Framework**. Apia, Samoa
- MESC (2010) **National Teacher Development Framework**. Apia, Samoa

MESC (2013) **Samoa Inclusive Education Situational Analysis: Students with Disabilities 2013**

MESC (2011) **Strategic Policies and Plan July 2006 – June 2015**. Apia, Samoa

MESC (2011) **Strategic Policies and Plan July 2006 – June 2015, Mid-Term Review July 2006 – December 2010**.

MWCSD (...) **Samoa National Policy for Persons with Disabilities**. Apia, Samoa

National Council for Early Childhood Education Samoa Inc. (2001) **Standards for Samoa Pre-Schools**. Apia, Samoa

National Council for Early Childhood Education Samoa Inc. (2001) **Ta'iala mo Aoga Amata i Samoa**. Apia, Samoa

Pacific Islands Forum Secretariat (2013) **2013 Pacific Regional MDGs Tracking Report**. SPC, Suva, Fiji.

Pacific Islands Forum Secretariat (2009) **Report On The Review Of The Forum Basic Education Action Plan and Associated Regional Processes**. Forum Education Ministers' Meeting. Nuku'alofa, Tonga 24-26 March 2009

Samoa Qualifications Authority [SQA] (2012) **PSET Statistical Bulletin**. Apia, Samoa

UNESCO UIS (2008) **International Literacy Statistics: A Review of Concepts, Methodology and Current Data**. Montreal, Canada.

UNESCO (2012) **Education Beyond 2015: Rethinking Learning in a Changing World. Outcomes Document**. Bangkok, Thailand.

UNESCO (2012) **Towards EFA 2015 and Beyond – Shaping a new Vision of Education. Summary Outcomes**. Bangkok, Thailand.

UNICEF **Guidelines for the Asia and Pacific Education For All: Mid-Decade Assessment: Identifying and Reaching the Unreached**. Bangkok, Thailand.

World Bank (2013) **Early Childhood Development**. SABER Country Report.

World Bank (2013) **New Perspectives on Strengthening Government Capacity to Intervene for School Readiness in Samoa, Tonga, and Vanuatu**, SABER Report