

ASIAN DEVELOPMENT BANK

TAR:SAM 34285

TECHNICAL ASSISTANCE

TO THE

INDEPENDENT STATE OF SAMOA

FOR

PREPARING THE

EDUCATION SECTOR PROJECT II

December 2003

CURRENCY EQUIVALENTS

(as of 3 December 2003)

Currency Unit	–	tala (ST)
ST1.00	=	\$0.35162
\$1.00	=	ST2.84

ABBREVIATIONS

ADB	–	Asian Development Bank
EFA	–	Education for All
ESC	–	educational steering committee
MDG	–	Millennium Development Goal
MESC	–	Ministry of Education, Sports, and Culture
MIS	–	management information system
NGO	–	nongovernment organization
NUS	–	National University of Samoa
PPTA	–	project preparatory technical assistance
TA	–	technical assistance
UPY	–	university preliminary year
WSTTC	–	Western Samoa Teacher Training College

NOTE

In this report, "\$" refers to US dollars.

This report was prepared by K. Chowdhury.

I. INTRODUCTION

1. The Government of Samoa has requested the Asian Development Bank (ADB) to provide project preparatory technical assistance (TA) for a follow-up project to the ongoing Education Sector Project (ESP),¹ included in the 2002 Country Strategy and Program Update for Samoa. The TA Fact-Finding Mission visited Samoa from 4 to 17 June 2003, and reached an understanding with the Government on the TA justification, objectives, scope, cost estimates, financing plan, implementation arrangements, and terms of reference for consultants.² The TA framework is in Appendix 1.

II. ISSUES

2. Abject poverty is not prevalent in Samoa, but lack of opportunity and vulnerability contribute to hardship. Factors such as remoteness, natural disasters, and limited economic and institutional capacity add to vulnerability. The two groups suffering most from lack of opportunity are urban villagers with inadequate land for subsistence production, and rural villagers with limited opportunities for earning cash.³ These groups often have limited access to quality social services such as education.⁴ A clear relationship exists between education and poverty reduction. Poverty entails not only simple income deprivation but also lack of empowerment, knowledge, opportunity, and capital. Education inculcates the skills and knowledge necessary to improve the quality of life, become productive, and increase income-earning potential, ultimately producing intergenerational benefits. Providing greater access to education and training programs will serve the country's human resource requirements.

3. **Education Structure.** The education system consists of 8 years of primary (ages 5–14 years), 5 years of secondary (15–19), and 4 years of higher education. National examinations are held in years 8 and 12. For year 13, a regional examination provides access to the university preliminary year. Scholarships provide opportunities for tertiary education abroad for a third of students in their university preliminary year. The National University of Samoa (NUS), Samoa Polytechnic, and some other postsecondary institutions in Apia also offer postsecondary education. The Ministry of Education, Sports, and Culture (MESC) is responsible for policy formulation, guidance, and supervision of all government schools and institutions. Village committees run most primary schools and are responsible for setting, collecting, and spending school fees; constructing and maintaining buildings; and providing consumables. The Government funds teachers' salaries, some consumables, and initial sets of textbooks every 5 years.

4. Since the Government adopted the education policies and strategies for 1995–2005, considerable progress has been made in (i) textbooks and learning resources for primary education; (ii) developing a new secondary curriculum and textbooks; (iii) education for special needs; (iv) early childhood education; and (v) bilingual language policy. MESC's management capacity has been strengthened. These laudable achievements paved the way to identify further sector developments. More interventions will ensure that sufficient well-qualified students are prepared for private sector opportunities generated by ongoing economic and public sector reforms.

¹ ADB. 2000. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan and Technical Assistance Grant to the Independent State of Samoa for the Education Sector Project*. Manila.

² The TA first appeared in *ADB Business Opportunities* (Internet version) on 20 January 2003.

³ ADB. 2000. *Samoa 2000: Building on Recent Reforms*. Manila, pp. 7–8.

⁴ The initial poverty and social assessment is provided in Appendix 2.

5. **Access.** In 2003 the gross enrollment rates were 85% at the primary and 83% at the secondary levels.⁵ The gender gap in access and retention rates is insignificant. However, since the statistical data for net and gross enrollment rates show some inconsistencies, the TA will undertake a gender analysis along with poverty and social assessment. Samoa has 141 government, 15 mission, and 3 private schools at the primary level; and 25, 15, and 1 at the secondary level, respectively. Every village has a primary school, and the country has about 259 surplus primary classrooms. Some classrooms or schools were not constructed on the basis of need. Some areas have too many schools for too few children within a very short walking distance. Ultimately, this continuous expansion will take its toll on government resources as well as school quality and student performance. The TA will examine the primary school policy regarding expansion and recommend policies. The TA will also identify schools that need refurbishing in disadvantaged areas. The number of full secondary schools (or colleges) is limited, mainly in urban areas, especially Apia. Savaii has only one full secondary school. The Government is committed to equalizing access to a unified stream of secondary education and began implementing this policy in 2002. Secondary schools in disadvantaged areas up to year 13 should be upgraded. Equitable cost-sharing measures at the secondary level should also be introduced without increasing poor households' financial burden. Targeted scholarships (e.g., sports scholarships) for the most disadvantaged should also be introduced.

6. **Quality and Efficiency of Education.** Graduates have low levels of functional literacy and numeracy. Repetition and dropout rates are high. Students completing secondary school and passing examinations to enter postsecondary and university courses had deficient basic numeracy and literacy skills. Total graduates of year 13 represent about 20% of all yearly school-leavers, and even the best of this cohort were found deficient (footnote 3, p. 118). In 2003 the repetition rate was high in years 1 (6%) and 8 (4%), and in years 11 (5%), 12 (10%), and 13 (9%). Overall, the dropout rate in years 1–2 was 5%, and increased to 9% in years 8–9. At the secondary level, the dropout rate was high in years 10–11 (12%) and 12–13 (38%), indicating that more than half the secondary school students drop out before completing the cycle. One main cause of dropping out is the low level of learning outcomes, as demonstrated in the year-end examinations. Another cause seems to be related to high tuition fees. Primary education, the basic building block of formal education, should be strengthened by improving its quality and efficiency. Regulatory and supervisory measures for quality assurance need to be updated and adjusted to address geographical and other disparities. The underlying causes of dropping out should be examined.

7. Well-trained teachers with adequate skills to transmit knowledge and manage classrooms are in short supply. Low salaries and limited opportunities for professional development impede attracting high performers to teaching and retaining those already in the profession. Graduates from the NUS Faculty of Education are less competent in basic lesson planning and delivery than those from the former Western Samoa Teacher Training College (WSTTC). The merger of WSTTC with NUS changed course offerings for preservice training, reduced the number of courses, and made many compulsory elements optional. Teacher effectiveness is also impaired by a shortage of teaching and learning resources as well as limited facilities and equipment, especially in the practical subjects. The Government intends to improve the quality and intake of preservice training by offering incentives and restructuring the career path, and improving the content and methodology of teacher training programs. In-service programs will be reviewed to ensure that they are effective, particularly with respect to pedagogical delivery, curriculum content, examination, and assessment. The primary curriculum

⁵ The information management system requires a review as it reports a higher net enrollment rate than gross enrolment rate for primary education.

is almost 30 years old and irrelevant. A curriculum policy framework and subject and year-level curriculum statements are needed at the primary level. The Government intends to renew the primary curriculum; provide teachers' manuals, textbooks, and learning materials; and design related in-service training programs. External funding agency-supported secondary curriculum development work is already ongoing. A secondary education curriculum framework for years 9–13 is being developed, and a new single-stream curriculum for years 9–12 is being implemented. Year–13 curriculum statements will be developed in 2004.

8. A system of periodic, sample-based student learning assessment would help to evaluate curriculum and teacher effectiveness. The end-of-cycle examination system should be reformed to improve reliability and test security and to guarantee that examinations achieve system-wide learning objectives. A staff development plan is required for teachers in disadvantaged areas. The Government is concerned about student and teacher absenteeism as well as teacher competency in teaching and managing the classrooms. These problems can be solved by strengthening the school inspection system. The MESCS recurrent budget provides for reprinting of primary school textbooks to ensure resupply after 5 years. If a shortage of primary textbooks occurs during the 5 years, a policy change may be needed. A supply arrangement for textbooks to secondary schools has yet to be developed. A number of measures have been incorporated in MESCS's Corporate Plan for 2003–2006 to address these issues.

9. **Government's Priorities.** The Government is committed to achieve education for all (EFA) and the Millennium Development Goals (MDGs). Education is the priority of the Government's strategy to develop Samoa, which has already completed a number of activities. Despite its many achievements, the Government recognizes remaining issues related to pre- and in-service teacher training, primary and secondary curriculum, examination, assessment system, lack of learning materials, and unequal academic outcomes. The education system also has to prepare people for improving productivity and opportunities in the workplace, including opportunities in other countries, as remittances contribute to economic growth and reduce hardship. The Government is determined to equalize access to quality EFA. To achieve its equity goals, the Government may need to allocate more resources toward primary and secondary education, while recognizing the continuing need to support tertiary education.⁶ In accordance with the Government's policy directions, ADB has been helping address a range of education issues through ESP, focusing extensively on rehabilitation and expansion of 7 primary and 12 secondary schools, and providing furniture and library books. These schools are mainly concentrated in the greater Apia area. In June 2003 one secondary and six primary schools were completed, and five secondary schools were under construction, with four at the design stage. All 19 project schools are expected to be completed by August 2004. ESP will improve student access mainly to schools in the greater Apia area. Through the proposed project, ADB will complement ESP with a review of policy and processes at the primary and secondary levels to improve school efficiency and quality, and students' academic outcomes nationwide, including access to an improved learning environment in disadvantaged areas. The preparatory TA will also review and, if needed, revise the basis for selecting schools that require upgrading and quality interventions, using social targeting to identify disadvantaged groups in Savaii and rural areas.

10. **Harmonization of External Support.** External funding concentrates heavily on the

⁶ In 1999 the Government's recurrent expenditure per student for NUS was about \$2,144; for Samoa Polytechnic \$2,790; and for the government colleges, \$446. Malifa primary schools received \$156 per student, and village primary schools, \$132. External assistance was concentrated in the postsecondary and tertiary levels (71%) in 1998–1999, reflecting government preference to direct donor grant-funded assistance to this level.

education sector. The Australian Agency for International Development (AusAID), European Union, New Zealand Agency for International Development, Japan International Cooperation Agency (JICA), United Nations agencies, and others have been involved in a number of education projects. However, limited financial and human resources, compartmentalization of education projects, multiple planning requirements for different agencies, the short-term nature of projects, and the varied structure and parameters that funding agencies work under together weaken the overall impact of aid. Thus, government-led donor coordination is supported to systematically address emerging issues in education, taking a long-term sector-wide approach, instead of addressing the issues in a piecemeal manner. To avoid duplication, the project will build on the achievements of other donors' ongoing initiatives after the project proponents analyze the gaps in the education sector and discuss them with the Government and stakeholders. Possibilities for project cofinancing will be explored.

III. THE TECHNICAL ASSISTANCE

A. Purpose and Output

11. The purpose of the TA is to help the Government prepare and deliver a strategy to improve the learning outcomes of primary and secondary students by addressing access, quality, efficiency, capacity, and policy issues in the education sector. The TA will focus on systematic, sustainable, and equitable approaches to relevant and efficient learning systems for all primary and secondary schoolchildren to achieve the Government's education goals. The TA outputs will include (i) an updated education sector policy and strategy and (ii) a feasibility study of investments suitable for ADB financing.

B. Methodology and Key Activities

12. The TA will have two parts.⁷ Part 1 will focus on an education sector review leading to strategic plan formulation for primary, secondary, and teacher education. The TA will (i) examine lessons from implementation of the education policy and strategy of 1995–2005, and identify their gaps and impact; (ii) document government policy priorities, including financing of education, for the next 9 years (2006–2014) in the context of EFA and MDGs. Based on lessons and best practices, as well as the Government's priorities, the TA will prepare an in-depth analytical study of pertinent issues in primary, secondary, and teacher education, including issues and problems not yet anticipated or overcome by the Government. This stage will conclude with agreement on the key issues and strategies that part 2 should focus on. Under part 2, a feasibility study will translate the strategic plans into specific action plans. The TA consultants will prepare a policy matrix detailing policies and strategies that may be implemented in conjunction with the project, including provision of an adequate recurrent budget for primary, secondary, and teacher education. As part of a broad consultative process, the TA will be implemented through discussion with stakeholders and the existing education steering committee (ESC). ADB will be furnished electronic copies of discussions and working papers, including a brief report on agreements. The TA will facilitate workshops and focus group meetings to solicit advice and recommendations from stakeholders, including MESC, NUS, civil society, nongovernment organizations, churches, mission and private schools, external funding agencies, school management committees, ESC, and beneficiaries. The TA will recommend ways to ensure relevance of the educational and training programs to meet the country's needs, and include a participatory project design workshop to seek stakeholder inputs.

⁷ TA activities are described in detail in Appendix 4.

13. TA consultants will prepare a detailed project design, covering the rationale, objectives, project framework, detailed components, policy targets, monitoring indicators (including poverty/hardship impact indicators), benefits, risks, social analysis, costs and financial sustainability analysis, implementation plan, and recommended policy adjustments to sustain project effectiveness. The need for additional ADB TA to improve the quality of primary and secondary education in the most disadvantaged rural areas will also be examined.

C. Cost and Financing

14. The TA is estimated to cost \$450,000 equivalent, including a foreign exchange cost of \$289,000 and a local currency cost of \$161,000 equivalent (Appendix 3). ADB will finance \$350,000 equivalent, covering the entire foreign exchange cost and \$61,000 equivalent of the local currency cost. The TA will be financed on a grant basis by ADB's TA funding program. The Government of Samoa will contribute \$100,000 equivalent to finance the remaining local currency cost. The Government of Samoa has been advised that TA approval does not commit ADB to financing any ensuing project.

D. Implementation Arrangements

15. The Ministry of Finance will be the TA Executing Agency. MESC will be the Implementing Agency. The ESC will provide overall guidance to the TA. ADB will engage the services of international and domestic consultants, with relevant experience in all aspects of the specified scope of work. In total, 11.5 person-months of international and 8 person-months of domestic consulting services will be required. The consultants' terms of reference are in Appendix 4. All consultants' services will be engaged through a firm, using quality- and cost-based selection and a simplified technical proposal, in accordance with ADB's *Guidelines on the Use of Consultants* and other arrangements satisfactory to ADB for the selection and engagement of domestic consultants. The Government will provide a qualified counterpart team of at least two specialists to assist the international consultants, including by establishing liaison with agencies and institutions and obtaining data. The consultants will provide their own equipment and use the existing project management team office.

16. The TA is planned to run for 5 months, from January to June 2004. It will include an inception workshop in the first month with all stakeholder groups to confirm approaches and methodologies to be used, discuss the issues to be addressed, and ensure close coordination among stakeholders throughout TA implementation. ADB will be furnished electronic files of the discussion and working papers, including a brief report on the agreements reached. The TA team will prepare a midterm report and disseminate the findings in a workshop with the stakeholders after 8 weeks. The TA team will prepare a draft final report in conjunction with the feasibility study for the loan project. The ESC will review and finalize the study 14 weeks after TA inception, when loan fact-finding will take place. The consultants will organize a workshop with stakeholders to finalize the participatory project design after 16 weeks. The consultants will then finalize the report.

IV. THE PRESIDENT'S DECISION

17. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$350,000 on a grant basis to the Government of Samoa for preparing the Education Sector Project II, and hereby reports this action to the Board.

TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>Goal (for ensuing loan) Increased equitable access to quality education</p>	<ul style="list-style-type: none"> • By 2015, 100% primary net enrollment¹ • By 2015, 70% secondary net enrollment • By 2015, 100% functional literacy 	<p>Census data, education management information system (MIS) report, Asian Development Bank (ADB) project performance audit report</p>	
<p>Purpose (for ensuing loan) Help the Government prepare and deliver a strategy to improve the learning outcomes of primary and secondary students</p>	<ul style="list-style-type: none"> • Increased gross enrollment rate in primary education from 85% to 90% in 2009² • Increased gross enrollment rate in secondary education from 83% in 2003 to 84% in the midterm and 86% in 2009 • Primary education cycle completion rate increased from x% in 2004 to x% midterm and x% by 2009 • Secondary education cycle completion rate increased from x% in 2004 to x% midterm and x% by 2009 • Students' performance score in core subject examinations in years 4, 6, 8, 12, and 13 improved from x in 2003 to x in midterm, and x in 2009 	<p>Government education MIS data National examination score</p>	<p>Government remains committed to human resources development.</p>
<p>Outputs (for TA) Recommended education strategy and policy</p> <p>Financial packages to implement strategy and policy developed suitable for ADB financing</p>	<ul style="list-style-type: none"> • Sustainable policy and strategies costed by March 2004 • An education sector road map following ADB format completed by March 2004 • A participatory project design conducted, prepared, and approved by the stakeholders by April 2004 • Feasibility study at a level suitable for ADB financing completed by April 2004 • Draft project design finalized by mid-May 2004 	<p>Government sources Technical assistance (TA) progress reports Monthly progress reports Review mission reports Draft final report Final report</p>	<p>The Government will approve a revised education policy and strategy.</p>

¹ The indicators will be finalized during project preparatory technical assistance (PPTA) implementation. PPTA will also identify qualitative indicators.

² The indicators will be finalized during PPTA implementation.

Activities	Performance Indicators/Targets
<p>Output 1: Update the education policy</p> <ul style="list-style-type: none"> • Review the Government's education policy and strategies for 1995–2005, Corporate Plan for Education, and reports from ongoing ADB and donor-supported projects for primary, secondary, and postsecondary education, including pre- and in-service teacher training, textbooks, and curriculum, as well as strategies for the next 9-year period (2006–2014). • Prepare an education sector road map in consultation with the Government, using the ADB format. • Examine the resource allocation pattern to each subsector commensurate with the espoused priorities and recommend any changes in resource allocation to achieve the sectoral objectives. • Undertake a sample survey to study financing at the school and community level, and identify financing needs, current financing status, and scope for resource mobilization. • Review the macro financing of the education sector with focus on the possibility of increasing budgetary allocation to primary and secondary education, including nonformal subsectors; possibility of mobilizing domestic (central and local government, nongovernment) and external resources in priority areas; and scope for system rationalization. • Examine legislative implications to support overall resource mobilization and efficient allocation. • Examine the education structure and enrollment, dropout, repetition, transition, and achievement rates, as well as underlying factors, such as school-related and out-of-school factors, that discourage enrollment, encourage dropping out, and prevent development of quality education at all levels, and recommend solutions and strategies to overcome such barriers. • Identify organizational and management needs to address government priorities. • Assess roles and responsibilities at different levels of education organizations for effective delivery of quality education. • Examine capacity and skill mix of managers and staff at different levels and their training needs. • Assess the decision-making process and its implications for the management information system. • Examine the delivery modalities used in primary and secondary education and make detailed proposals to improve effectiveness of teaching methodologies. • Analyze the process of teacher recruitment/appointment and the provision for preservice teacher training, and recommend ways to make the system more efficient. • Assess the need for changes in the content and methodology of in-service training, identify priority areas for attention relating to pedagogical and technical competency, and propose a detailed time schedule to upgrade all teachers. • Examine the pay and conditions of teachers and, together with representatives of government and teachers, recommend medium- and long-term changes to solve shortcomings or imbalances. • Review provisions for school inspections and assessment of teaching staff, and develop proposals to improve monitoring systems to highlight issues relating to teacher training and improvements in student learning outcomes. • Examine the capacity and reform needs of the Faculty of Education. <p>Output 2: Strategies and priority activities to achieve project purposes suitable for ADB financing</p> <ul style="list-style-type: none"> • Prepare the overall project framework with measurable indicators, identify project areas, and specify target groups with focus on the most disadvantaged to achieve the project objective. • Conduct a baseline survey to identify indicators for monitoring project 	<p>The draft education sector report will show the status of access, quality, and institutional capacity of the primary, secondary, tertiary (especially teacher training), and skills training. The report will also include achievements and gaps in the education sector and, based on the assessment, recommend government actions. The draft will be ready for midterm government review and approval by March 2004</p> <p>An education sector road map will be prepared according to ADB format.</p>

<p>performance. Develop efficient project benefit monitoring and evaluation mechanisms.</p> <ul style="list-style-type: none"> • Assess MESCS's monitoring system, including indicators measured and how collected information is used in sector planning and management. • Develop detailed project cost estimates, using COSTAB,³ on the basis of project components and inputs, including civil works, materials, equipment, furniture, fellowships, consulting services, recurrent costs, and contingencies, in accordance with ADB formats and guidelines. • Facilitate dialogue among the Government, external assistance agencies, and nongovernment organizations (NGOs) concerning the project through consultations, workshops, and seminars. • Prepare a policy matrix detailing policies and strategies that may be implemented in conjunction with the project, including provision of an adequate recurrent budget for primary, secondary, and teacher education. • Based on the projections of enrollment growth and expenditure requirements in primary and secondary education, select poor and disadvantaged villages, especially in Savaii, for full secondary school facilities development. • Assess different scenarios to see if the Government can accomplish its target of Education for All by 2015, which includes public and nonpublic fiscal options for the different conditions and demands of urban and rural contexts. • Prepare a poverty and social analysis in accordance with ADB's <i>Handbook on Poverty and Social Analysis</i>. • Prepare a poverty profile of the project area and project impact area by gender and region and develop baseline indicators. • Assess the pro-poor impact of the project in line with ADB's poverty reduction strategy. Review the documentation for the project area and recommend ways to meet ADB's gender and development policy objectives. • Using a participatory process, develop a strategic framework matrix to improve social aspects of project design, particularly targeting the poor and women. • Develop social targeting mechanisms to provide equal access to children from poor and rural families. • Identify alternative provisions for over aged children, and children with special needs. • Propose a package of support to help poor children attend school. Cost the package of proposed support. • Propose a strategy to provide such a package of support to the schools and children. • Plan and implement a national participatory planning workshop on education involving all stakeholders. • Document workshop proceedings, including a logical framework. • Prepare a project document in the format of ADB's report and recommendation of the President. 	<p>Project preparatory technical assistance (PPTA) midterm review and final design of the component for the ensuing loan</p> <p>Recommendations for standard teacher training curriculum, upgrading primary curriculum, testing, new efficient assessment systems, and textbooks approved by Government</p> <p>Components on curriculum, textbooks, examination and assessment, teacher training, skills training program, as well as institutional strengthening designed and approved by the Government and ADB</p> <p>Data collection completed by midterm review of the PPTA Field surveys done by midterm review of the PPTA Stakeholder involvement and participation (at least three meetings with villagers and NGOs) Social and poverty analysis completed by PPTA midterm</p> <p>Close coordination among the steering committee, stakeholders, and sector players, and their approval for the project</p> <p>Project designs produced on time by the workshop</p>
<p>Inputs</p> <ul style="list-style-type: none"> • 11.5 person-months international consulting services for \$219,000 • 8 person-months domestic consultant services for \$30,000 • Workshops and seminars for \$16,000 <p>³ Project costing software.</p>	

SUMMARY INITIAL POVERTY AND SOCIAL ANALYSIS

A. Linkages to the Country Poverty Analysis

Sector identified as a national priority in the country poverty analysis? Yes	Sector Identified as a national priority in country poverty partnership agreement? Yes
<p>Contribution of sector/subsector to reduce poverty in the country:</p> <p>Samoa does not have abject poverty, but pockets of poverty and poverty of opportunity exist, including lack of education and access to health services, lack of economic assets and employment opportunities, social exclusion, and political marginalization. Vulnerability is another major factor contributing to poverty. While the gross enrollment rate is 85% at the primary level, participation and completion rates are low. Most people lack access to quality primary and secondary education, resulting in high repetition and dropout rates, making the system very inefficient. Even students who complete the full cycle of primary and secondary education often lack the skills required by the economy or for self-employment. Thus, dropouts and out-of-school youth continuously add to the ranks of the vulnerable, ultimately falling prey to social ills, exclusion, and poverty.</p> <p>The Government's education policies and strategies for 1995–2005 focus on major education reforms, and these have successfully completed a number of activities. Enrollment rates in Samoa are very impressive compared to those in other Pacific countries. Still, the gains have not been equally shared. Poor students drop out without acquiring useful skills. The project will address the gaps in the education sector by providing better school facilities, especially refurbishing primary schools and expanding the unified secondary education system in poor rural areas, renewing the primary curriculum, providing textbooks for secondary students, strengthening pre- and in-service teacher training programs, and improving the examination and assessment system. The project will address factors that contribute to dropping out and inefficiency.</p>	

B. Poverty Analysis

Proposed Classification

Poverty intervention
Human development
Gender and development

The gender gap is insignificant. However, enrollment rates are inconsistent, and further investigation will determine if gender disparities exist. Poverty of opportunity and social analyses by gender and region are needed to identify major difficulties and issues faced by primary and secondary school students, children with special needs, and the rural poor. Based on the analysis, a strategy will be devised to address the issues and guide project implementation.

C. Participation Process

Participation strategy required: **Yes**

The participation of stakeholders during project design is essential. Consultations with different education and training agencies, local leaders, civil society, communities, and nongovernment organizations (NGOs) will be arranged at different levels. Besides workshops to discuss the issues, timely consultation with government staff will be held during the technical assistance (TA). Schoolteachers, principals, parents, and students will be consulted during TA implementation. The timing, venue, and method of organizing public consultation will be arranged so that disadvantaged groups can attend and have a chance to speak out. Special attention will be paid to consultation with local people about the selection of school sites and of beneficiaries. The final project design framework will be done in consultation with the stakeholders in a participatory project design workshop.

The full participation of project beneficiaries and stakeholders in the whole project cycle, starting from the project design stage and throughout project implementation, monitoring, and evaluation will be taken into account. Special measures will ensure the participation of females and local communities in project design implementation, monitoring, and evaluation.

D. Potential issues

Subject	Significant, Not Significant, Uncertain, None	Strategy to Address Issues	Plan Required
Resettlement	No significant resettlement is anticipated.	The village authority, communities, and stakeholders will be consulted to identify the school sites on public land or land to be contributed by communities, if acquired, without any loss of production or physical displacement. Land acquisition and compensation, if required, will follow Asian Development Bank (ADB) guidelines on involuntary resettlement and the government decree on land acquisition and compensation.	Special attention will be paid to community–contributed lands, if any. The plan will verify and record such transactions so that members of a community, especially its poor, will not be adversely affected. An independent third party such as a local NGO or a legal authority will monitor and record community participation and donation of community or private land for schools. The third party will ensure that such donations and transfers will not reduce the income or adversely affect the livelihoods of the community. A formal grievance redress mechanism will be established, including representatives of the Government, NGOs or legal authority, and affected people. All such arrangements will be presented in a resettlement framework.
Gender	Not significant. Enrollment, retention, and dropout rates have no apparent gender gaps. Female teachers outnumber male teachers.	Gender analysis will be done during the TA to identify constraints, if any, that prevent girls from attending school, and contribute to dropping out. Special attention will be paid to rural girls' participation in a quality education system.	A gender analysis will be developed as part of the poverty and socioeconomic analysis.
Affordability	Significant	Disadvantaged people suffer from poverty of opportunity—lack of access to jobs, education, and health services. Those who do not have jobs, skills, or cash suffer. The direct and indirect costs of education may become more unaffordable for these disadvantaged groups. The increasing dropout rates in recent years may be indicative of high fees and other costs. How direct and opportunity costs contribute to the enrollment, participation and dropout rates should be	The education sector policy and strategy paper will address these issues.

		assessed.	
Labor	Not significant The project will not require any staff reduction, but will provide pre- and in-service teacher training.	A staff development plan will be developed. Rural female teachers will be given priority in training so that they can meet requirements and handle the curriculum and program. Learning and working conditions for students and teachers will be enhanced by improving school buildings and providing textbooks and equipment.	Measures will be worked out if issues are identified during the TA.
Indigenous Peoples	None		

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Foreign Exchange	Local Currency	Total Cost
A. Asian Development Bank Financing^a			
1. Consultants			
a. Remuneration and Per Diem			
i. International Consultants	219	0	219
ii. Domestic Consultants	0	30	30
b. International and Local Travel	40	5	45
c. Workshops	0	16	16
d. Reports, Studies, and Communications	0	5	5
2. Contingencies	30	5	35
Subtotal (A)	289	61	350
B. Government Financing			
1. Office Accommodation and Transport	0	30	30
2. Remuneration and Per Diem for Counterpart Staff	0	50	50
3. Others	0	20	20
Subtotal (B)	0	100	100
Total	289	161	450

^a Financed by ADB's technical assistance funding program.
Source: Asian Development Bank staff estimates.

TERMS OF REFERENCE FOR CONSULTANTS

1. The project preparatory technical assistance (TA) activities will be carried out in two parts: (i) education sector review; and (ii) project preparatory activities, which will result in an education sector policy report and a feasibility study for possible Asian Development Bank (ADB) financing of the Education Sector Project (ESP) II. A human resources development specialist, who will also be the team leader, will coordinate the activities to be carried out by the following teams: (i) human resources development, project design, education economics, and financial planning; (ii) pedagogical review; and (iii) social development, poverty reduction, and needs assessment. To implement the TA, 11.5 person-months of international and 8 person-months of domestic consulting services will be required. The team leader, with the help of the education economist, will organize and coordinate the teams and associated tasks, and will be responsible for the sector review report and feasibility study for ESP II, drawing team. The review of education financing, policy, planning, and human resources development will be undertaken by a team comprising an international human resources development and project design specialist (3.5 person-months); international education economist and finance specialist (2.5 person-months); and a domestic finance, policy planning, and human resources development specialist (5 person-months). The pedagogical review will be carried out by an international teacher development specialist (1.5 person-months), an international curriculum specialist (2.5 person-months), a domestic teacher development specialist (1.75 person-months), and a domestic curriculum specialist (2.75 person-months). An assessment to identify the needs of the poor and to define a package of support for the poor will be carried out by an international social development and poverty and gender analysis expert (1 person-months), and an international participatory project planning and COSTAB¹ specialist (0.5 person-months) in collaboration with the stakeholders. The domestic consultant for team 1 will also help team 3 finalize its work. The TA team will make maximum use of electronic communication between each consultant for timely comments to finalize the reports even after the consultants leave Samoa. A tentative schedule for fielding the consultants is in Annex 1.

2. **The human resources development, project design, education financing, policy, and planning team** under part 1 will (i) review the Government's education policy and strategies for 1995–2005; Corporate Plan for Education; and documents of ongoing ADB and donor-supported projects on primary, secondary, and postsecondary education, including pre- and in-service teacher training, textbooks, and curriculum, as well as vocational and employment skills development programs; (ii) analyze and evaluate the impact of completed and ongoing programs and, based on any remaining issues and lessons, develop policy frameworks, strategies, and investment priorities for the next 9-year period (2006–2014) in light of achieving education for all (EFA) and Millennium Development Goals by 2015; (iii) based on the analysis, prepare an education sector road map in consultation with the Government using the ADB format; (iv) examine the resource allocation pattern to each subsector commensurate with the espoused priorities and recommend any changes in resource allocation to achieve the overall objectives of the sector; (v) undertake a sample survey to study the financing at the school and community level, and identify financing needs, current financing status, and scope for resource mobilization; (vi) review the macro financing of the education sector, focusing on the possibility of increasing budgetary allocation to primary and secondary education, including nonformal subsectors; the possibility of mobilizing domestic (central and local government, nongovernment) and external resources in priority areas; and the scope for system rationalization; (vii) identify legislative implications of supporting overall resource mobilization

¹ Project costing software.

and efficient allocation; (viii) examine the education structure; enrollment, dropout, repetition, transition, and achievement rates; and underlying factors, such as school-related and out-of-school factors, that discourage enrollment, encourage dropping out, and prevent achieving quality education at all levels; and recommend solutions and strategies to overcome these problems; (ix) identify organizational and management needs to address government priorities; (x) assess the roles and responsibilities of different levels of education organizations for effective delivery of quality education; (xi) assess the capacity and skill mix of managers and staff at different levels and their training needs; and (xii) assess the decision-making processes and draw out implications for a more effective management information system (MIS). The team will contribute to the sector study chapter on education policy, trends, education financing, and system rationalization; and a chapter on management and policy reform.

3. Under part 2, the human resources development specialist, project design specialist and education economist, and financing team, with inputs from other teams, will prepare an ESP II proposal that will (i) draw up the overall project framework with measurable indicators, identify project areas, and specify target groups, focusing on the most disadvantaged groups to achieve the project objective; and formulate a risk assessment and a possible risk mitigation strategy; (ii) in collaboration with the teams and using COSTAB, develop detailed project cost estimates on the basis of project components and project inputs, including civil works, materials, equipment, furniture, fellowships, consulting services, recurrent costs, and contingencies, in accordance with ADB formats and guidelines; (iii) in collaboration with other teams, undertake social, economic, and gender analyses of the project, and design it while addressing gender and poverty issues, if any; (iv) facilitate dialogue among the Government, external assistance agencies, and nongovernment organizations concerning the project design through consultations, workshops, and seminars to identify issues to be addressed; (v) draw up a policy matrix detailing policies and strategies that may be implemented in conjunction with the project, including provision of an adequate recurrent budget for primary, secondary, and teacher education; (vi) evaluate the government education MIS capacity to provide the required monitoring information for any ongoing loan; (vii) collect baseline data and develop efficient monitoring and evaluation mechanisms for ADB's project performance management system; (viii) based on projections of enrollment growth and expenditure requirements in primary and secondary education, select poor and disadvantaged villages, especially in Savaii, for full secondary school facilities development; (ix) provide alternatives to addressing problems and assess different scenarios analyzing whether the Government can accomplish EFA by 2015, which includes public and nonpublic fiscal options to meet targets in urban and rural contexts under different conditions and demands; x) assess procurement and implementation arrangements for the project; (xi) prepare the project performance monitoring and evaluation arrangements, including adequate time-bound monitoring indicators and relevant baseline data; (xii) present the findings at the inception, midterm, and final seminars and participatory design workshop; and (xiii) assist ADB in any other assignments as may be reasonably expected within the scope of work.

4. **The pedagogy team** under part 1 will (i) review current (1995–2005) and future educational policies (2006–2014), especially in primary curriculum, bilingual education, special education, supply of textbooks and learning material, teacher training, and assessment and examination system in the context of overall education system; (ii) examine content and pedagogical approaches; (iii) recommend the development of a new curriculum for primary education in collaboration with the Australian Agency for International Development (AusAID)-funded curriculum framework; (iv) review the delivery modalities used in primary and secondary education and make detailed proposals to improve effectiveness of teaching methodologies; (v) review provisions for school inspections and assessment of teaching staff, and develop proposals to improve monitoring systems to highlight issues relating to teacher training and

improvements in student learning outcomes; (vi) establish the baseline indicators to monitor student achievement scores for future monitoring of students' academic outcomes; (vii) assess the need for changes in the content and methodology of in-service training, identify priority areas for attention relating to pedagogical and technical competency, and propose a detailed time schedule to upgrade all current teachers; (viii) examine the pay and conditions of teachers and, together with government and teachers' representatives, recommend medium- and long-term changes to address any shortcomings or imbalances; (ix) consider what nonfinancial or other inducements might promote teacher retention/motivation; (x) review documents on teacher training and accreditation, including the one on demand and supply for primary and secondary education; (xi) review the process of teacher recruitment/appointment and the provision for preservice teacher training, and recommend improvements to make the system more efficient; and (xii) examine the capacity and reform needs of the Faculty of Education. The team will contribute to a chapter of the final report on pedagogical renewal, based on the team's analysis and lessons from other countries.

5. Under part 2, the pedagogy team will (i) recommend a format to develop valid and reliable test instruments to measure student mastery of key areas of the curriculum; (ii) propose a framework to develop and disseminate exemplary assessment materials for key subjects in years 1–8 and provide models to use as examples; (iii) design a program to train education officials in pilot villages in test administration and in methods to interpret, and benefit from, periodic sample-based assessments; (iv) design a plan to help curriculum development personnel develop tests to measure student learning at the end of years 4 and 6 following implementation of the new curriculum; (v) carry out a sample survey of student achievements in pilot villages against which student performance can be measured through a follow-up survey toward the end of the project and beyond; (vi) recommend improvements in the national examinations at the end of the primary and secondary education cycles so that student performance and the impact of the new curriculum and textbooks on learning outcomes can be effectively monitored under the project; (vii) develop monitoring indicators to assess improvements in students' learning outcomes and collect baseline data of these indicators; (viii) review textbooks supplied by the Ministry of Education, Sports, and Culture for relevancy to the curriculum and to the bilingual pedagogy; (ix) examine teachers' textbook use and identify obstacles to effective use; (x) examine the supply and resupply of textbooks to schools, identify obstacles to resupply and, in conjunction with the other consultants, recommend policies and financial models that need revision; (xi) in light of the proposed new curriculum and assessment system, review and evaluate the quality and relevancy of preservice and in-service training programs and recommend improvements to content, structure, and delivery of the programs; (xii) provide a fully detailed and costed plan to implement a countrywide, sample-based, and periodic student learning assessment program using the new curriculum and textbooks at the primary level and teacher training program; (xiii) help the team leader prepare the inception, midterm, and draft final reports, and present the findings at the midterm seminar; and (xiv) help ADB in any other assignments as may be reasonably expected within the scope of work

6. **The social development, poverty reduction, and needs assessment team** will (i) in collaboration with team members, organize surveys in the project area, and consult with officials from the Government and other organizations to supplement available secondary data; (ii) prepare a poverty and social analysis in accordance with ADB's *Handbook on Poverty and Social Analysis*; (iii) prepare a poverty profile of the project area and project impact area by gender and region and develop baseline indicators; (iv) clearly define the poverty incidence by gender and region; (v) assess the Project's pro-poor impact in line with ADB's poverty reduction strategy; (vi) identify in- and out-of-school factors affecting enrollment, retention, and completion rates of primary and secondary schools; (vii) give advice on collecting gender-

disaggregated data; (viii) ensure women's participation in project planning, design, and implementation; (ix) review the documentation for the project area and recommend ways to address ADB's gender and development policy objectives; (x) plan workshops and focus group meetings at the district level and on Savaii island; (xi) use a participatory process and a strategic framework matrix to improve social aspects of project design, particularly targeting the poor and women; (xii) analyze the project scope and framework and identify constraints on reaching beneficiaries; (xiii) develop targeting mechanisms to provide equal access to children from poor and rural families; (xiv) identify alternative provisions for over aged children, and children with special needs; (xv) propose a package of support to help children from poor families attend school; (xvi) cost the package of proposed support; (xvii) propose a strategy to provide such a package of support to the schools and children; (xviii) plan and implement a national participatory planning workshop on education involving all stakeholders; (xix) in collaboration with the teams, design a workshop program incorporating (a) a problem-tree approach to develop the project framework, indicating progress, e.g., at project midterm; (b) indicators to those problems that will help later in discussing baselines and target indicators; (c) features of a "goal-oriented planning process," covering goal, purpose, outputs, activities, inputs, performance indicators and targets, monitoring mechanisms, and assumptions and risks; and (d) techniques assuring a high level of participation; (xx) moderate the stakeholder workshop, ensuring that daily feedback given on the proceedings is incorporated in the following days of the workshop; (xxi) document workshop proceedings, including a logical framework; (xxii) help the team leader prepare the midterm and draft final reports, and present the findings at the midterm seminar; and (xxiii) help ADB in any other assignments as may be reasonably expected within the scope of work.