

Western Samoa

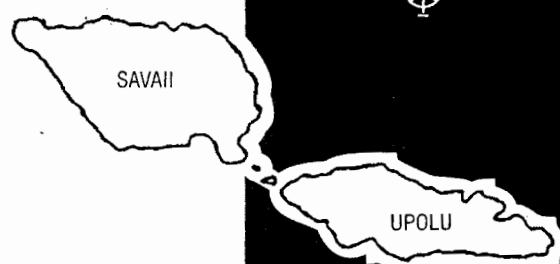


Education Policies

1995 - 2005

Education Policy and Planning
Development Project

WESTERN SAMOA



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The Chairman
Education Policy and Planning Committee
Department of Education
PO Box 1869
APIA WESTERN SAMOA

WESTERN
SAMOA

INTRODUCTION BY THE MINISTER OF EDUCATION, GOVERNMENT OF WESTERN SAMOA



The Education Policy and Planning Development Project follows a review by the World Bank in 1992 of the country's primary and secondary education, and consequently teacher education and training, systems. The scope of the project has necessarily been widened: firstly to include an important section on early-childhood education highlighting the role of parents as first teachers; secondly to include special education as a result of the introduction of universal primary education; thirdly to provide post-secondary education policies and strategies in response to the frequently-asked question regarding the purpose of education; fourthly and fifthly, to suggest ways of strengthening the key roles of departmental and school management.

The result is the current series of three publications: education policies, education strategies and an overview of the integral, upgraded education management information system.

As a first task, policies were formulated: this document is the outcome of that objective.

The Policy and Planning Committee purposely took its time to consider the practical aspects and implications of all issues involved. Each area was reviewed in depth and the proposed policies examined exhaustively by educationalists from both private and government sectors and during numerous public consultations over the last twelve months. The views and opinions obtained were, as expected, diverse and often conflicting - but in a healthy and constructive manner. The policies formulated therefore I believe reflect national consensus, educational thinking with/and government support. These aspirations will prepare the foundations of a meaningful education system which shall continue to serve the nation well into the twenty-first century.

I recommend the document to you as an essential part of the strategy-development process and will welcome your comments on any policy in any area of educational activity discussed.

HON. FIAME NAOMI MATA'afa
MINISTER OF EDUCATION

MEMBERSHIP OF THE EDUCATION POLICY AND PLANNING COMMITTEE

The Policy and Planning Committee is responsible for the ongoing review and implementation of education policies from early-childhood education to school management. The committee is comprised of senior officers of the department, and other *ad hoc* members appointed from time-to-time. For the term of the current project, committee membership was broadened to include both the interim and longer-term Policy Advisers, the Education Planner/Economist and the Education Management System Adviser (part-time) who were members of the team funded through the New Zealand aid programme.

Permanent members of the committee:

Tupae Esera
Director
Department of Education

Peseta S Isara
Assistant Director, Personnel and Training
Department of Education

Galumalemana Nuufou Petaia
Assistant Director, Policy and Planning
Department of Education

Magele E Sagala
Assistant Director, Services
Department of Education

Lafi Sanerivi
Assistant Director, Curriculum Development and Examinations
Department of Education

Ad hoc members appointed for the term of the project:

Richard Bishop
Interim Policy Adviser
Consultant

Evelyn Coxon
Policy Adviser
Extraskills Training Systems Limited

Edwin Hankin
Education Planner/Economist
Extraskills Training Systems Limited

Martin Rothbaum
Education Management System Adviser
Extraskills Training Systems Limited

FOREWORD

The first stage in the current Education Policy and Planning Development Project has involved policy formulation - identifying weaknesses and formulating policies to overcome constraints.

The present document incorporating a range of policies from early-childhood education to school management was prepared over a ten-month period from December 1993 to October 1994. All policy issues were exhaustively discussed during a series of interest-group sessions held in July and August 1994. The groups consisted of representatives from both government and non-government educational institutions. As a result, I believe that the policies formulated for development of education during the ten-year period 1995-2005 represent as widely as possible, the views of educators, parents and the community.

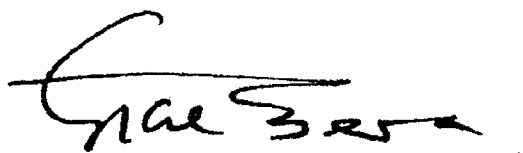
It may be asked why the need was seen to include discussion on the policy development process: surely the issues involved are understood? However a crucial part of the current exercise has been not only to produce a set of policies but to provide guidelines for future policy formulation and review.

Education involves development and change, both physically and conceptually. Policies for the sector cannot therefore be static, nor will they deliver in one attempt, complete solutions to problems which have arisen over time. The policy document will however provide a starting point for the work of administrators, managers, educators and parents in building a sound system for the future.

What's needed now is action:

- action by government in continuing to involve the education community in the ongoing review and development of policies and facilitating their implementation through creating a positive educational environment, and,
- action by the community in studying the present document, commenting on the policies proposed and participating in future development.

I look forward to your help in transforming the policies into workable strategies for further development of a sound education system.

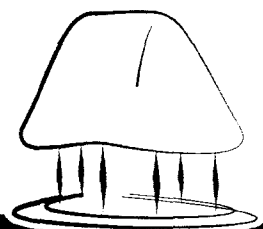


TUPAE ESERA

Chairman
Education Policy and Planning Committee

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1. INTRODUCTION

1.1 Background

This document is the result of the deliberations of the Policy and Planning Committee within the Western Samoa Department of Education. It is an outcome of the Education Policy and Planning Development Project which was implemented following the World Bank review of the education system in April 1992.

The review was conducted soon after the second of two cyclones which devastated Western Samoa in 1990 and 1991, and addressed the need to remedy deficiencies in the education system, many of which were long-standing. Among other issues, the report noted a lack of clearly articulated policies as a major impediment to cost-effective, integrated policy implementation.

1.2 Objectives

The overall aim of the project is to provide a comprehensive policy and planning framework and information system to increase departmental policy development and planning capability.

In order to achieve this, and the goals of improving equity and the quality of education while at the same time increasing relevancy and efficiency, the project focuses on the need to strengthen existing departmental structures including the Policy and Planning Committee and the Policy Development Unit.

1.3 Methodology

The policy development process began in December 1993 and continued through an intensive programme of meetings, workshops, research activities and consultations until October 1994.

The initial task of the committee was to establish a set of principles to guide the process and to develop a framework for analysis, evaluation and policy formulation.

The key concepts identified by the bank as fundamental to achievement of project objectives - equity, quality, relevancy and efficiency - needed to be defined before proceeding with the policy formulation process. Working definitions appropriate to the Western Samoa context were agreed to after discussion and debate.

It was also felt that policy development should be contingent upon a broad philosophy as a guide to educational enterprise, and that for Western Samoan education at this point in history such a philosophical understanding should be concerned with the relationship between education, culture and development.

Proceeding from this broad vision, a set of comprehensive goals of education and aims for each sector which should shape policies, were developed.

An important part of policy development is identifying what should be continued and what should be changed. As a lead into policy analysis this requires identification of what is right, and what is wrong, for each sector.

The process of analysing and developing specific and sector-related policies was intensive and sustained. Sectors were prioritized and policy issues and problems within each sector identified for analysis. Alternatives were evaluated and decisions made as to the formulation of policy proposals.

Decisions on which policy alternatives should be documented as proposals drew on the committee's collective experience as educators and administrators, on the many documents relating to education in Western Samoa which have been produced in the past decade and reported consultations with people at all levels in educational institutions.

The awareness that educators are not passive implementers of policies formulated by others motivated the endeavour to set up the process through which those educators could have input.

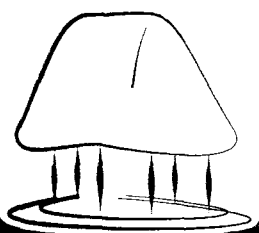
As policy proposals were drafted, the content was disseminated for comment to the people who would ultimately be responsible for implementation.

1.4 Acknowledgments

This document has been prepared by the Education Policy and Planning Committee.

The committee acknowledges the help and support of the Western Samoa Department of Education, educators throughout Western Samoa from both the private and public sectors, parents and the wider community. Without the contributions from these people, the task could not have been accomplished.

The assistance provided by the Ministry of Foreign Affairs and Trade, Wellington in funding the project through the New Zealand aid programme is especially acknowledged.



2. SUMMARY

Learning begins at birth. What, and how well a child learns before reaching school-age depends on care received. The aim of early-childhood education should be the provision of a sound foundation for future learning and development through a service which extends and enhances family, community and village involvement. Decentralised, community-based, early-childhood programmes which recognize parents and families as first teachers have much to offer the wider education system. So too, do the range of more formalised pre-school centres and kindergartens in Western Samoa.

In the medium term, the department will not have sufficient resources to directly fund early-childhood institutions. However, there are ways by which the Teachers College and the Curriculum Development Unit could contribute to early-childhood education development. Consideration of teacher/care-giver education and training options, appropriate curriculum guidelines, regulatory mechanisms and other issues, and the formulation of a set of aims and policies will be the task of an early-childhood education working party to be established under the guidance of the Pre-schools Association.

Primary school facilities are generally poor with equipment either non-existent or very run down. Curriculum materials and textbooks, particularly those written in the Samoan language, are not readily available or obtainable in the quantities required. An over-reliance on rote learning methods, and a general lack of creativity in classroom approaches, limit possibilities for teaching and learning in most subject areas. Literacy and numeracy skills - in both Samoan and English - are low. An overall teacher-student ratio of 1:27 conceals extremes as low as 1:10 and as high as 1:70.

Information on the current provision of buildings, furniture, equipment, textbooks and curriculum materials will be collated, needs identified, and means of redressing inadequacies outlined and actioned. Minimum standards in the provision of classroom and playground space, toilets and water supply will be established. The present situation of serious overcrowding in some urban schools and the over-staffing of some small rural schools will be redressed through the establishment of maximum school enrolment numbers, base and maximum teacher-student ratios, and zoning where necessary.

A comprehensive programme in development, production and distribution of high quality teacher and student curriculum materials in all subject areas and at all levels will be planned and implemented. Emphasis in the medium-term will be on consolidating existing curricula by improving delivery methods and strengthening literacy and numeracy skills.

All schools will follow a systematic bilingual pedagogy that recognises Samoan as the first language of the vast majority of students. Basic literacy in Samoan will be established before the introduction of English. The development of a literacy programme which ensures the systematic teaching and learning of Samoan throughout primary schooling, and of English from Years 4 to 8, will be a priority.

A variety of formative and summative assessment methods will be promoted and used to measure student progress and evaluate teaching and learning programmes. National minimum achievement levels will be established in all subjects and at all levels against which individual student progress will be measured. Benchmark testing in literacy - Samoan and English - and numeracy at Years 4 and 6 will be initiated in trial schools, then instituted nationally. The Year 8 national examination will be retained in the medium-term for secondary school selection and evaluation of primary curriculum objectives.

The present dual-stream structure of secondary education is inequitable and inefficient. Access to senior secondary education is limited and highly selective. Junior secondary schools offer the vast majority of students - particularly rural students - inferior educational opportunities. Poor facilities and many inadequately-trained teachers contribute to poor quality performance throughout the secondary system. The system is also widely considered to lack relevance to village life and labour market needs.

A secondary education characterised by equity, quality, relevancy and efficiency requires a fundamental re-thinking about the organisation and expectations of secondary education. The present dual secondary structure will be progressively merged into one five-year, single-stream, comprehensive system in which the same curricula and assessment requirements apply to all students.

Emphasis in the medium-term will be on developing core academic subjects and providing a comprehensive programme of both academic and applied subjects for all students. Curriculum development will support and shape the present dual secondary structure into a single-stream system, and the eventual merging of the Junior Secondary School Certificate and Western Samoa School Certificate examinations.

A comprehensive review of Years 9 to 11 curricula will be undertaken with the aim of strengthening and broadening existing courses. The scope of the Curriculum Development Unit will be widened to include Years 12 and 13. Curriculum development in agricultural science, business studies, home economics, industrial arts and Samoan from Year 9 through to Year 13, and art, music and physical education from Year 9 to Year 11 will proceed in the medium term.

A quality secondary education requires access to a well-stocked and properly organised library and a well-equipped and supplied science laboratory. Every secondary school will be provided with a library and laboratory. The resource commitment required for the provision of applied subject facilities will be assessed.

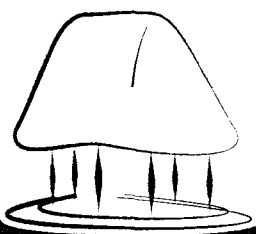
The present variation in staffing levels and teacher workloads across the secondary system, and between subject areas within schools, will be addressed by establishing staffing formulae to apply to all schools. The collation of information on staffing needs by subject will be ongoing. No teacher will be expected to teach a subject s/he has not qualified in, no untrained teachers will be employed in secondary schools and teaching times for every subject will be standardised.

The inevitable state of flux in the secondary system as a consequence of restructuring makes it imperative that quality control through the existing examination system be retained in the medium-term. The range of subjects offered in all secondary examinations will be widened to include agricultural science, business studies, home economics, industrial arts and Samoan. Beyond the medium-term some rationalisation of the three external examinations at the secondary level is desirable.

The very important contribution of the non-government sector in providing secondary education is acknowledged. Financial assistance will be provided for non-government schools to support the programmes for Years 12 and 13. The department will continue to extend support to non-government schools through the distribution of curriculum materials, participation in regional assessment and evaluation procedures, and access to pre- and in-service teacher education. Non-government schools will be included in the departmental review process.

A positive learning atmosphere at secondary level requires a suitable physical environment. School grounds, buildings and facilities will be provided and maintained in a clean, safe and hygienic condition. All secondary schools will be provided with adequate furniture, equipment, textbooks and curriculum materials. Information on current provision will be collated, needs identified and means of redressing inadequacies outlined and actioned. Standard lists of equipment and materials for all subjects at all levels will be provided.

The *Education Amendment Act 1991-1992* makes it mandatory for government to share the responsibility for special-needs children by supplementing and supporting community initiatives in special education. The department, in the short term, will provide agreed *per capita* grants to existing special-education institutions. The particular learning needs and residential locations of special-needs students will be identified to allow for planning and implementation of special classes in existing schools. Teacher-education programmes will be developed which will produce and maintain a body of skilled special-needs educators.



It is beyond dispute that the quality of teacher training has much to do with the overall quality of an education system. The achievement of a Western Samoan education system characterized by equity, quality, relevancy and efficiency is largely dependent on the product of the teacher-education system. It is critical that the upgrading process of teacher education in Western Samoa, begun in recent years, be strengthened and consolidated.

The establishment of a School of Education will eventuate in the medium-term as a result of the merger of the Teachers College and National University. If the merger is to be beneficial, it is important that policies for change in the management of the college and conditions of service for lecturers occur within the short-term.

Evidence suggests there will soon be a teacher surplus. The proposed teacher-student ratio policies could sharpen this trend. Long-term demographic data will be gathered to assess future teacher needs in both primary and secondary schools, with attention to subject-specific needs for secondary. Quotas for the college should be established accordingly with emphasis on quality rather than quantity. Selection criteria will be constantly reviewed in light of school needs, college requirements and the upgrading process occurring in the secondary system.

Curricula review have been undertaken in recent years covering all college programmes and courses. A long-term programme in curricula review and external moderation will be put in place. In consultation with appropriate groups, courses will be developed in the medium-term in special and early-childhood education, applied and specialist subjects.

All teachers (government and non-government) should have every opportunity to increase their professional knowledge and pedagogical skills in meeting new curriculum and assessment objectives, and to upgrade qualifications through participation in in-service teacher-education programmes. Requirements for implementation of policies in primary and secondary education and management will mean an increased in-service role for the college.

The valuable in-service work done through aid-funded projects is noted. Further external assistance for in-service needs will be sought, especially in the areas of management, literacy/bilingualism, multigrade teaching techniques and curriculum-resource production.

Language is a fundamental factor in the interplay between education and culture. A national policy which considers current language practices and needs within the social and cultural context is of critical importance to the realisation of an education system characterised by equity, quality, relevancy and efficiency. It is generally accepted that a prime objective of the Western Samoa education system should be the production of bilingual individuals, fully literate in both Samoan and English.

A taskforce is to be established which will include members from early-childhood education through to university level. The taskforce will deliberate matters such as the language of instruction and examination at each educational level, methodologies to ensure thorough teaching of both Samoan and English and the achievement of a high-level of bilingualism and structures to ensure maintenance and enrichment of the Samoan language.

A national post-secondary system should be concerned with the advance of knowledge, scholarship and intellectual development on the one hand, and employment-related skills development on the other. Different institutions within Western Samoa's post-secondary system will accord different weighting to these interests depending on the specific aims and character of the institution.

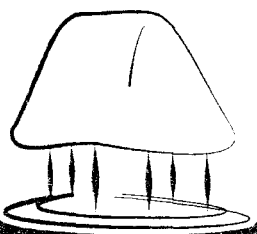
A post-secondary taskforce will be established to consider the many issues relevant to the development of post-secondary education in Western Samoa. The taskforce will include representatives of government and non-government institutions and will be charged with formulation of a set of general aims and policies which will encompass all aspects of the post-secondary sector: university, polytechnic and teacher education, vocational, non-formal and on-the-job training.

The Education Department is generally perceived as ineffective and inefficient in its management, largely attributed to an excessively bureaucratic structure, with multitiered decision-making processes and unclear lines of communication. This structural problem has given rise to a number of organisational and administrative problems including overcentralisation of, and a lack of accountability for, decision making and resource allocation.

The department will be reorganised into a more-flattened structure thereby shortening the lines of communication and producing quicker decision making, responses and action. A departmental office will be established on Savaii to enable more effective communication with, and the prompt delivery of services to schools. The Teachers College will be given increased autonomy, particularly regarding budgeting and staff appointments. Properly staffed and equipped teachers' resource centres will be established on Upolu and Savaii to provide easy access to materials and information.

The consequences of belonging to a severely under-resourced and bureaucratic system have been aggravated by inconsistencies in management and resourcing procedures at school level. An effective and high quality education system requires effective management in individual schools. A system of supervised school-based management will be developed, based on a partnership between the community, teaching staff and the department.

School management will be shared between the department and school committees *Komiti Faatino o Aoga*. The responsibilities of central and school-based management authorities will be defined through a school charter *Feagaiga mo Aoga* prepared for each school. All schools registered with the department will be open to regular inspection under clearly defined review procedures.



3. THE POLICY FRAMEWORK

3.1 Policy Principles

Policy is about change: it indicates dissatisfaction with current arrangements and a need to find new ways of achieving desired ends.

Policy is about continuity: it must acknowledge and build on the strengths of the existing system.

Education policy should lead to a more effective education for all learners: it should support professionalism of teachers and the educational missions of institutions, respond to the needs of the individual and society and aim at social integration.

The policy process should be consultative, participatory and enhance understanding of the educational issues concerned: decisions should be presented in a way that they are understood by each stakeholder, and take into account that political, economic, social and cultural structures constrain and determine acceptance and rejection of policies.

3.2 Key Concepts

The concept of *equity* requires that the system will treat all individuals fairly and justly in provision of educational opportunity. Policies and practices which advantage some social groups and disadvantage others will be avoided, while those which address existing inequalities in access, treatment and outcome will be promoted.

Educational *quality* is exemplified by high standards of academic achievement, cultural understanding and social behaviour and results from a complex interplay of professional and technical factors, and social and cultural practices. Policies promoting these will focus on the learning institution and specifically, day-to-day classroom practices.

Relevancy in education implies a system which is meaningful, recognised, applicable and useful to one's life. It should enhance individual and community well-being and ultimately national development, including cultural, humanistic and spiritual aspects. Policy decisions will address what is relevant to the individual learner, to the community and to the nation.

Efficiency in education is demonstrated by management practices which ensure optimum use of resources - human, financial and material - at all levels, efficient services delivery, unhampered communication and coordinated decision-making. Policies which establish these practices and monitor effectiveness will be given priority.

3.3 Philosophical Understandings about Education

Education is the most vital factor in development and involves relationships between the individual, the community and the nation and is a lifelong process to which the family, traditional village institutions, church, media and other modern community groups all contribute. In this broad sense education is fundamentally about the maintenance, reproduction and re-creation of culture.

Culture may be defined as the shared understanding between people which gives meaning and direction to social, political and economic relationships and structures. According to this definition the process of development is also, in the final analysis, cultural.

Education, development and culture should be seen as interacting and dynamic processes which inform and shape each other.

The institutions which constitute Western Samoa's formal education system represent the educational aspirations of the communities they serve. Through these institutions, linkages between the individual, the community and the nation, within the contemporary cultural context, are established. The extent of the social and economic resources vested in the nation's formal learning institutions reflects the expectation that they will provide the individuals who attend them with the knowledge, skills, values and attitudes that will enable them to contribute fully to community and national development.

In order to provide an education system which equips the individual to engage confidently with the modern world and a rapidly changing society, decisions must be made about what should be continued, and what should be changed. These decisions demand an environment that recognises the place of continuity within change and tradition within modernity.

An active partnership between communities, families, teachers and students is the best possible forum for making - and remaking - decisions which will result in a collective move forward: a move drawing on the best of what has happened in the past.

To that end, learning institutions must cater to the needs of the young people in their care in such a way that they will become adults capable of making well-informed judgements about aspects of future community and national development.

If society is to be based formally on what is best in Samoan tradition *fa'aSamoa*, the education young people experience must uphold the critical traditions of education, cultural and religious beliefs while accommodate what is necessary in modernisation. Formal learning institutions should provide an active environment which simultaneously enhances the intellectual, aesthetic, spiritual and physical development of each individual and reinforces the principle of co-operation and group effort that is the essence of *fa'aSamoa*.

Institutions should empower students in the use of technology while developing an understanding that technology is not an end in itself but a means to social betterment and economic progress. Most significantly, they should encourage both the creativity and perseverance which are essential to the development of a nation in which cultural, political, social and economic autonomy are paramount.

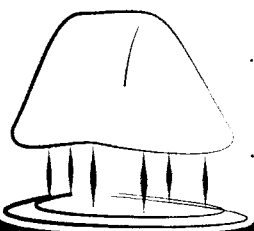
3.4 Goals of Education

Development of a comprehensive and enriching curricula which:

- combines indigenous and global knowledge within a bilingual structure, and promotes an international standard of academic achievement;
- is based on and develops existing knowledge, skills and attitudes, and,
- develops an appreciation of the pursuit of knowledge for its own sake.

Formation of active, interactive and creative pedagogies to:

- ensure the systematic presentation of essential knowledge by means of a sound bilingual methodology;
- develop the ability to analyse knowledge critically in a learning environment which encourages inquiry, debate and independent thought, and,
- stimulate imagination and allow for individual expression.



Establishment of just and impartial evaluation and assessment methods which:

- seek information which will benefit the student;
- recognize and enhance the developmental nature of all learning, and,
- enable equitable access throughout the system.

Promotion of the individual and society through a humane education system aimed at integration and which will:

- foster the holistic development and self-esteem of individual students;
- encourage both a strong sense of indigenous identity and an international perspective;
- promote the social and cultural foundations of education, and,
- be responsive to economic needs.

3.5 Aims of Education

3.5.1 Equity

Primary education

Access: universal provision of, and access to, primary education; a broad and enriching compulsory education that will enable all students to realise their full potential; and appropriate educational opportunities for special-needs students.

Treatment: a learning environment which ensures that all students experience both success and the freedom to make, and learn from, mistakes; adequate instructional time in all subject areas; participation in activity-based learning programmes with an emphasis on problem-solving skills; and equitable provision of facilities, equipment and curriculum materials which enhance learning.

Outcome: frequent testing and monitoring using varied forms of assessment which enable students to learn from mistakes and teachers to determine assessment effectiveness; assessment measures which take into account different forms of knowledge, developmental stages of learning and individual differences in achievement; national measures of literacy skills in Samoan and English, and numeracy skills, at appropriate intervals; defined measures of achievement for each grade level and across all curriculum areas and availability of special assistance necessary to ensure their attainment by all students; and a national evaluation procedure at the conclusion of primary schooling which will provide useful information on the outcome for individual students and the system as a whole.

Secondary education

Access: structures which enable equitable access through the secondary system to all students so that no student enters a course of study which has been defined as terminal; access to a comprehensive range of educational experiences which will enable students to make informed choices about their future; and equal access to educational programmes for special-needs students.

Treatment: a comprehensive and enriching programme which provides opportunities and challenges for students of varying interests and abilities, and allows for individual differences; the opportunity for all students to achieve educational potential regardless of socio-economic status, gender, geographic location or previous educational experiences; and adequate instructional time and effective instruction by well-qualified and trained teachers across all subject areas and at all levels of the system.

Outcome: assessment and evaluation policies, procedures and practices for both school-based internal assessment and external examinations, which are perceived as fair and objective measures of achievement, and which reflect the principles and purposes of the curriculum; valid certification of achievement for all students whether proceeding to further studies, employment in the workforce, community or home; and knowledge, skills, attitudes and values that will promote further learning and a constructive and satisfying lifestyle.

3.5.2 Quality

Primary education

Academic achievement: whole language - reading, writing, speaking, listening - programmes using an approved bilingual methodology which will produce appropriate levels of literacy in Samoan and English; the systematic development of computational skills and numerical concepts; an introduction to scientific and technological concepts, skills and knowledge about, and understanding of, the need to protect the natural environment; an introduction to the processes and methods of social science through the study of social groups in Samoa and elsewhere; and stimulation of imagination and creativity through the expressive arts.

Cultural understanding: familiarity with Samoan customs, traditions, myths and legends; knowledge of major events in Samoan history, prior to and since European contact; appreciation of and opportunity to participate in, Samoan performing arts; and tolerance and understanding of cultural change and cultural difference.

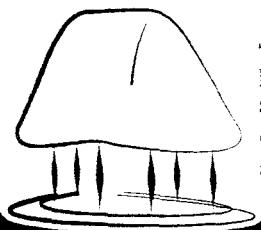
Social behaviour: promotion of co-operative learning activities and encouragement of tolerance towards others; development of identification with, and pride in belonging to, *aiga*, church, village and school; opportunities to interact in socially acceptable ways and to recognise the rights of others; and respect for the importance of religious beliefs and practices in the Samoan context.

Secondary education

Academic Achievement: maintenance of a strong academic curriculum with focus on development of general subjects - languages, mathematics, sciences, social sciences and arts - as the foundation for intellectual development; a critical approach to all subjects and inclusion in academic structures of applied subjects as the foundation for further education and training, and development of competency in analysis and problem-solving, the enjoyment of ideas and literature; and an increasing engagement in more complex intellectual skills.

Cultural Understanding: an educational programme which will sustain and strengthen Samoan culture and heritage in a rapidly changing and multicultural world; knowledge and understanding of customs and values relating to people and property in *fa'aSamoa*; a sound understanding of the role of the performing and expressive arts in both traditional and modern times and ability in their practice; and an understanding of the rituals significant in *fa'aSamoa* and skill in their performance.

Social Behaviour: a school programme which enhances the range and quality of social participation and promotes appropriate social behaviour in a variety of formal and informal situations; promotion of the social development of the student both as an individual and a member of society able to identify with his or her own people and to contribute positively to the community; and respect for, knowledge and tolerance of the various religious beliefs and practices of the Samoan people.



3.5.3 Relevancy

Primary education

Individual development: development of the emotional, spiritual and physical health of every student; recognition of developmental stages in learning, and individual differences in achievement; promotion of self-esteem, individual talents and interests through learning programmes based on the student's own experiences; encouragement of independent and creative thought, confidence in expression and desire for knowledge; and preparation of the individual for progression to higher learning.

Community development: integration of school life with home and community; promotion of community participation in all school programmes and activities; and curricula which are closely related to needs and problems within the local environment.

National development: provision of the generic knowledge, skills and attitudes that will lead to lifelong learning; development of specific knowledge, skills and attitudes upon which further education and training can be built; and promotion of national pride.

Secondary education

Individual Development: a programme that enhances the self-concept and human potential of every student and develops self-reliance and independence in thought and action; acquisition of the essential educational foundation for development into a productive and versatile citizen aware of his or her rights and responsibilities within *fa'aSamoa*; a programme that ensures each secondary school-leaver has good general knowledge and skills in language, mathematics, the sciences and social sciences; applicable practical knowledge and skills; attitudes and values upon which occupation-specific training can be built and an awareness of employment opportunities; and a programme that prepares the individual for further learning.

Community development: encouragement to learn about and contribute to the development of church, village and other community groups; preparation for proper and effective participation as members of the local, national and international community; an appreciation of the need for both continuity and change within the community; and an understanding of conflict and resolution.

National development: a comprehensive programme through which students will gain the knowledge and skills appropriate to social and economic development and a sense of responsibility towards work; and a programme that enables students to respond positively to community expectations, cultural imperatives, economic conditions and national goals.

3.5.4 Efficiency

Primary education

Effective management: a single system of management for all primary schools which strengthens the partnership between centralised and school-based structures; enforcement of universal primary education; and recognition and development of leadership qualities and organizational skills among primary school committee members to achieve the goals and objectives stated in the school charter.

Resources: a sufficiently-qualified and trained teaching-force to ensure an appropriate teacher-student ratio; an adequate supply of graded readers and basic textbooks in Samoan and English for every classroom; and provision of pedagogically sound, relevant and physically durable curriculum materials in all subject areas, for teachers and students in every classroom.

Facilities: adequate and equitable provision of buildings, furniture, open play areas, drinking water and toilet facilities in a clean, safe and hygienic condition at every primary school.

Secondary education

Effective management: a system of management for all schools which strengthens the partnership between central and school-based structures and is responsive to the needs of teachers and students.

Resources: provision of an adequate body of qualified and trained teachers, well-stocked libraries and science laboratories, textbooks and other teaching materials, sports facilities and equipment that a secondary education system characterised by equity, quality, relevancy and efficiency must have; equitable provision of the above resources to all schools and equal access for all students to the resources provided; and effective and efficient utilization and management of resources to achieve the goals and objectives stated in the school charter.

Facilities: adequate and equitable provision of buildings, furniture, open play areas, drinking water and toilet facilities in a clean, safe and hygienic condition at every secondary school.



4. EDUCATION POLICIES 1995 - 2005

4.1 Early-childhood Education

Learning begins at birth. What, and how well, a child learns before reaching school age depends on the care received. Decentralised community-based early-childhood education programmes which recognize parents and families as first teachers have much to offer the wider education system. So too, do the range of more-formalised pre-school centres and kindergartens available in Western Samoa.

In the medium term the department will not have sufficient resources to directly fund early-childhood institutions. However departmental institutions - the Teachers College and Curriculum Development Unit - will contribute to early-childhood educational development:

- an early-childhood education working party will be formed under the guidance of the Pre-schools Association to consider issues and to formulate appropriate aims and policies, and,
- well-defined aims for early-childhood education incorporating the key organisational concepts of equity, quality, relevancy and efficiency, should be developed including:
 - decisions regarding registration of early-childhood centres and regulatory mechanisms necessary to ensure the educational, social and physical welfare of pre-school children
 - staffing issues including teacher-student ratios, teacher qualifications, staffing needs, training options and criteria for entry - development of appropriate pre- and in-service Teachers College courses and/or provision of training grants for selected recipients to enrol in existing programmes, for example, through the University of the South Pacific Extension Centre
 - development of curriculum guidelines for use in early-childhood centres and in training/education courses with assistance from the department's Curriculum Development Unit
 - the developmental needs and abilities of preschool children and provision of appropriate learning activities within a relaxed and secure environment should be the basis upon which curriculum guidelines are developed.

The general aim of early-childhood education should be the provision of a sound foundation for future learning and development through a service which extends and enhances family, community and village involvement. Parent education is fundamental to early-childhood education development: a *Parents as First Teachers* advisory service will be established to stimulate early-childhood education in the home and at village level.

4.2 Primary Education

Primary education covers an eight-year cycle divided into two three-year sections: lower primary (Years 1 to 3), middle primary (Years 4 to 6) and upper primary (Years 7 and 8) often referred to as the intermediate level.

A total of 157 primary schools are located throughout Western Samoa - 139 government, 16 mission and two private - with an overall enrolment of approximately 38,000 representing an estimated 94.3 percent of primary school-age (5 to 14 years) children (Department of Statistics, Department of Education). Although virtually all children spend some time in primary school, the drop-out rate is about 15 percent (Department of Education).

Under the *Education Amendment Act 1991-1992*, all children between the ages of 5 and 14 years, or until completion of Year 8 (normally at the age of about 12 or 13), are required to attend school unless exempted by the Director of Education.

All government primary schools - except Malifa - are village-owned and managed by school committees appointed by the relevant village council *Fono*. The committee is responsible for school buildings, equipment and furniture, and collection and disbursement of school fees. Staff salaries, stationery and curriculum materials are provided by the department.

The Malifa schools - Apia Lower, Apia Middle and Leifiifi Intermediate - are owned and managed by the department and directly government-funded. A portion of the fees paid by parents becomes a government levy. Total enrolment is currently approximately 4,500.

Each of the 22 educational districts is served by a school inspector whose role is mainly administrative and monitoring and department/school liaison.

Most primary schools are staffed by teachers who are Western Samoa Teachers College-trained: approximately 75 percent are women. The overall primary teacher-student ratio is about 1:27.

The Curriculum Development Unit develops, trials and revises materials under the control of a Primary Curriculum Coordinating Committee. Each subject area is guided by a subject organiser within the unit. The eight-year curriculum includes Samoan, English, mathematics, science, social studies, music, art and craft and physical education.

Samoan is the medium of instruction during the first-three years of primary school, with English introduced orally in Year 2. From Years 4 to 6, English language is taught as a subject with Samoan the language of instruction in other subject areas. English is the medium of instruction in all subject areas except Samoan from Year 7.

An English-speaking class is available at Malifa in Years 1 to 3 to provide for students whose first language is English and until they are absorbed into mainstream classes.

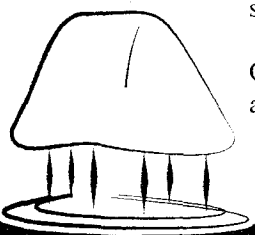
The eight-year primary cycle culminates in the Year 8 National Exam covering Samoan, English, mathematics, science and social studies. Except for Samoan, examinations are conducted in English. The main function of the examination is to rank students for selection into secondary schools. A further function is monitoring curriculum objective achievement.

4.2.1 Problems Within the Existing System

Despite rehabilitation of buildings following the 1990 and 1991 cyclones, school facilities are generally poor with equipment either non-existent or in poor condition.

Management and budgeting procedures are inconsistent across village schools, between village and Malifa schools, and are generally inefficient.

Curriculum materials and textbooks, particularly those written in the Samoan language, are not readily available, or available in the quantities needed.



Although most classroom teaching is in Samoan, the Year 8 examination is in English. The absence of a systematic bilingual methodology and teachers who lack bilingual facility, mean that most students are linguistically disadvantaged.

An over-reliance on rote-learning methods, and a general lack of creativity in classroom approaches, limit learning possibilities for teaching and learning in most subject areas.

Numeracy and literacy skills in both Samoan and English are low, particularly among boys.

Instructional times for the various subject areas at the three primary levels are not clearly laid down, with the result that some teachers concentrate on subject areas with which they are most comfortable and neglect others.

The overall teacher-student ratio of 1:27 conceals extremes in class sizes of 60-70 in the Malifa schools and less than 10 in some rural schools. The former situation, where large numbers of children sit on the floor in overcrowded classrooms, is clearly anti-educational and the concentration of more than 4,500 children on the compound is an obvious health danger; the situation is a case of both resource under utilisation and wastage.

Many small schools are overstaffed because of a lack of teaching skills in individualised and small-group teaching and resources necessary for multigrade classrooms.

There is a gender imbalance among principals, senior and classroom teachers, with women outnumbering men 4:1 overall. The gender ratio in the inspectorate is the opposite with men outnumbering women 20:1.

4.2.2 Policies for Renewed Primary Structures

Physical facilities

Proper and adequate facilities are essential for a quality, universal primary education.

In order that all primary schools are provided with adequate buildings, furniture, equipment, textbooks and curriculum materials, information on current provision will be collated, needs identified, and means of redressing inadequacies outlined and actioned.

A healthy learning environment demands minimum standards in the provision of classroom and play-ground space, toilets and water supply: minimum standards as endorsed by the relevant authorities (Health, Fire and Public Works Departments) will be established and monitored.

Staffing

The present situation of serious overcrowding in the Malifa schools and the overstaffing of some small rural schools, will be redressed. The maximum enrolment number for any primary school will be 750. In addition, a base teacher-student ratio will be established and endorsed as follows:

- single-grade classes will be staffed on a ratio of 1:30 (maximum 40);
- dual-grade classes will be staffed on a ratio of 1:25 (maximum 30), and,
- multiple-grade classes will be staffed on a ratio of 1:20 (maximum 25).

Managers of individual schools will be free to allocate teachers and students to classes as needed within the given formulae, but may not exceed class maximum teacher-student ratios.

Because of the added demands of new entrants, class sizes for teachers of Year 1 classes will not exceed the base teacher-student ratio. This will also apply to un-certificated teachers.

To fulfil attendance regulations under the *Education Amendment Act 1991-1992*, and meet learning needs of non- or sporadic attenders whose needs are not met through participation in existing classes, transitional classes will be established in schools selected on the basis of location and staffed with teachers skilled in meeting individual learning-needs.

In addition to staffing allocations as determined by the given formulae, all schools will be allocated extra staffing proportional to enrolment for the purpose of implementing literacy-related activities.

Practising teachers who become surplus to requirements as a result of the staffing formulae, and who wish to remain in the teaching service, will form an excess pool to be drawn on as particular needs arise.

Retired teachers may also be used as relief teachers and/or in a guidance role for inexperienced teachers.

There is currently a considerable gender imbalance in the primary sector with 75 percent of primary teachers being female yet only five percent of positions at inspector-level are held by women. Efforts will be made to redress gender imbalances in the primary teaching-service by recruitment measures that target men and the introduction of promotion procedures to ensure equality of opportunity for both men and women.

Curriculum/pedagogy

The quality and availability of printed materials is closely related to primary-school performance.

A comprehensive programme in the development, production and distribution of high quality teacher and student curriculum materials in all subject areas and at all levels will be planned and implemented at the earliest opportunity.

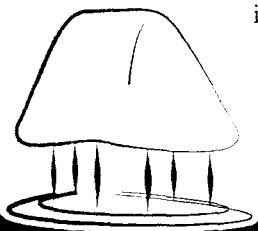
Much worthwhile work has gone on in recent years in curriculum development therefore:

- emphases in the medium-term will be on consolidating existing curricula by improving the methods of delivery and strengthening literacy and numeracy skills;
- in the longer-term, provision will be made for regular reviewing of curricula scope and sequence across all subject areas, and,
- instructional times for each subject, at each level of primary schooling will be established and monitored.

Teacher development

The quality of teaching plays a critical role in student achievement. Bringing into full play the development of student initiative, imagination and ability to think critically, requires a lessening of rote-learning and spoon-feeding teaching methods still common in Western Samoan primary schools.

Active and interactive teaching methods which develop individualised and small-group teaching techniques, and classroom management strategies (including authoritative teaching) which maximise learning for all children, will be a major focus of in-service programmes.



Dependence on rote-learning is often the result of insufficient availability of resources. Accordingly, in-service workshops on production of materials suitable to the learning needs of children at different developmental stages, and based on relevant themes and topics, will be available to teachers on an ongoing basis.

Radio broadcasts are an effective supplementary teaching tool and a cost-effective means of improving primary school learning achievement. They are the most immediate and potentially effective form of teacher in-servicing. To maximise the benefits of the media:

- Educational radio will be relocated to within the Curriculum Development Unit;
- innovations aimed at improving the quality of what is offered through the use of radio in primary schools will be developed, and,
- in the longer-term, the use of educational video and television will be explored.

Literacy/bilingualism

Effective primary education builds on the child's early learning in the mother-tongue, while literacy in the first language is needed before the introduction of reading and writing in a second can take place if bilingualism is to successfully develop. Therefore:

- all schools will follow bilingual teaching methodologies that recognise Samoan as the first-language of the vast majority of children;
- basic literacy in Samoan will be established before the introduction of English - although provision for children whose first language is English will continue in both the government and non-government systems;
- Samoan and English must be taught systematically, according to an approved bilingual methodology;
- development of literacy programmes to ensure systematic teaching and learning of Samoan throughout primary schooling, and of English from Year 4 to Year 8, will be a priority of a Language Taskforce to be established (see below);
- development, production and distribution of graded readers in both Samoan and English will be immediately actioned, and,
- the bilingual literacy development needs of teachers will be identified and provided for.

A system in which most teaching occurs in Samoan while the culminating examination is in English disadvantages many learners. The possibility of the Year 8 National Examination being offered bilingually will be explored.

Language taskforce

Language is a fundamental factor in the interplay between education and culture. A policy which considers current practices and needs within the social and cultural context is of critical importance to realisation of an education system characterised by equity, quality, relevancy and efficiency. It is generally accepted that a prime objective of the education system should be bilingualism.

Development of literacy skills requires an appropriate literature: curriculum materials and textbooks, particularly those in Samoan, are not readily available in the quantities required.

Accepting the basic precept that every teacher is a teacher of language, it is obvious that a high level of literacy in both Samoan and English must be required of all teachers. Bilingual literacy development needs of teachers will be identified and provided for.

Although most classroom teaching is in Samoan, the Year 8 examination is in English. The absence of a systematic bilingual methodology, and teachers who lack bilingual facility, means most students are linguistically disadvantaged. The place of language across the curriculum, particularly the language of instruction and examination, must be a central focus of all curriculum deliberations.

In the aims and policies for primary, secondary and teacher education, references in the area of language have been made regarding raising literacy and bilingualism levels and upholding the status of Samoan. The implications of these general policy statements, and those reiterated above, have yet to be translated into practical teaching and learning terms.

A taskforce will be established and include representatives from early-childhood education to university level, invited to participate on the basis of understanding of, and involvement in, language issues. Matters including language of instruction and examination at each level, teaching methodology and achievement of bilingualism, and structures to ensure the maintenance and enrichment of Samoan language, will be deliberated.

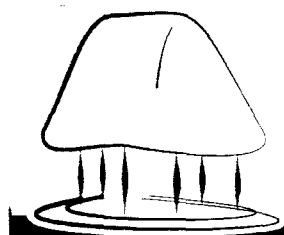
Assessment and evaluation

Regular and appropriate monitoring of pupil achievement through assessment and evaluation is essential for improving the quality of primary education. Monitoring should be a continuous process that takes into account individual and group differences in development, and contributes to a positive learning environment. Accordingly:

- national minimum achievement levels will be established in all subjects and at all levels against which individual student progress will be measured;
- intervention strategies will ensure achievement of learning objectives by all students: particular attention will be paid to boys' progress in view of proven poor performance in literacy and numeracy skills relative to that of girls, and,
- a range of formative and summative assessment methods will be used to measure student progress and evaluate teaching and learning programmes.

A national assessment and evaluation programme will include literacy and numeracy skills-monitoring:

- benchmark testing in literacy - Samoan and English - and numeracy at Years 4 and 6 will be initiated in trial schools, then nationally, and,
- the Year 8 National Examination will be retained in the medium-term for the purposes of secondary-school selection and the evaluation of primary curriculum objectives: subsequently, the principle will be reviewed.



Malifa schools

Each of the three primary schools on the Malifa compound has an enrolment of approximately 1500 and classes numbering up to 70 students. The situation is a serious risk to the educational progress, physical health and emotional well-being of the children.

Belief of many parents from outside the area that children will be advantaged by attending the Malifa schools appears founded on the mistaken assumption that the schools offer greater opportunity for educational success. The evident educational limitations for children attending the seriously-overcrowded schools have not convinced parents otherwise.

The proposed measures for upgrading the primary system overall will persuade parents to enrol children locally. Policies for enhancing access to senior secondary places and increased equity throughout the system will result in an increased confidence in the ability of village schools to deliver educational opportunities to rural students.

The following policies will be implemented through a planned process:

- zoning regulations for the Malifa schools will be established and enforced;
- management and administration of the Malifa schools will be shared between central and school-based managers as laid down for all primary schools, with the same minimum standards of facilities to apply, and,
- each Malifa school enrolment will be reduced to a maximum of 750: no class will exceed 40 and staff allocation will be in accordance with national formulae.

The perceived advantage offered to students who attend Malifa can be attributed largely to the belief that children at those schools have superior English-learning opportunities, including availability of English-speaking classes from Year 1. A recently-conducted survey of the Apia Lower English-speaking classes for Years 1 to 3 students revealed that almost 75 percent of the children in those classes do not speak English as a first language. It further revealed no educational advantage (and in many cases a disadvantage) for the children in the English-speaking classes compared with mainstream students.

It is accepted that the government-system should provide access to an English-speaking education from Year 1 for students who do not speak Samoan. As the number of children needing the provision does not warrant a class at each level from Year 1 to 3, only one multigrade English-speaking class will be available: the ongoing need will be monitored.

4.2.3 Planning Issues in Primary Education

The provision of adequate physical facilities through:

- establishment of minimum standards in the provision of buildings, furniture, equipment, playground areas, toilet and water supplies, and,
- collation of information on current provision of the above, identification of needs and a plan to implement minimum standards.

A carefully-staged Primary Education Development programme which will incorporate:

- enforcement of established teacher-student ratios at Malifa;
- increased resourcing for rural schools through multigrade teaching needs;
- development of curriculum materials across Years 1 to 8 with a focus on literacy in Samoan and English;
- pre- and in-service teacher-education with a focus on literacy development and bilingual methodology; and,
- establishment of national learning standards and the development of assessment methods with which to measure achievement and diagnose learning needs.

The planning and implementation processes arising from the above policies will be elaborated in the strategic plan, ensuring that policies become practices and within the next decade Western Samoa will have a universal primary education system characterised by equity, quality, relevancy and efficiency.

4.3 Secondary Education

Secondary education in Western Samoa covers a five-year cycle from Year 9 to Year 13. The cycle is divided into a three-year junior secondary programme, Years 9 to 11, and a two-year senior secondary programme, Years 12 and 13.

Within the government system are 22 junior and three senior secondary schools. The junior secondary schools offer Years 9 to 11 programmes. Two of the senior secondary schools, Avele and Vaipouli Colleges offer Years 9 to 13 programmes and the third, Samoa College, offers a four-year programme which excludes Year 11.

Entrants to the senior secondary schools, which are departmentally-owned and managed, are generally selected on the basis of achievement at the Year 8 National Examination. The principals of the three schools, and the Director of Education, have some discretion over entry criteria for a limited number of places in the schools. Admission to levels from Year 10 onwards is at the discretion of the director.

Approximately 360 Year 9 entrants win places at the senior secondary schools. The highest achievers go to Samoa College, with the next group from Savaii being offered places at Vaipouli and the third group (male students) from Upolu being offered Avele places.

The majority of Year 9 entrants, approximately 2,000 annually, enter the 22 junior secondary schools which offer a three-year programme and are owned and managed by the districts in which they are located. Many primary school leavers, from both government and non-government primary schools, take up places in the 18 non-government secondary schools which offer the same programme as government schools.

For most junior secondary school students, schooling will terminate on completion of Year 11. A few will be offered Year 12 places in the recently-instituted Year 12 class at Leifiifi junior secondary school, the only departmental junior secondary institution. Others will attend senior secondary mission schools.

Approximately 70 percent of the total age-group is enrolled in the junior secondary years with about 60 percent completing Year 11. Approximately 25 percent of the total is enrolled in Years 12 and 13 with about 15 percent completing Year 13. Non-government schools enrol approximately 40 percent of all junior secondary school students and 65 percent of all senior secondary students. The medium of instruction and examination throughout the secondary system is English.



Subjects examined at the Junior Secondary School Certificate (Year 11) exam are Samoan, English, mathematics, science and social science. Optional subjects include agricultural science, business studies, home economics and industrial arts. Non-examinable subjects in the programme are art and craft, music and physical education.

The senior secondary curriculum offers the following subjects: Samoan, English, accounting, biology, chemistry, economics, geography, history, physics and science. Except for Samoan, all subjects are examined at both the Western Samoa School Certificate and Pacific Senior Secondary Certificate examinations. Additional subjects which may be taken at the Western Samoa School Certificate include human biology and shorthand/typing. Students take between four and six subjects with chances for further education being determined by results aggregated in English and the three best subjects.

Progress through the secondary system depends on three examinations:

- the Junior Secondary School Certificate at Year 11 which provides certification for terminating students, with a minor selection role for students to Year 12 at Leifiifi junior secondary school: although the examination is meant for junior secondary students, increasing numbers of senior secondary students now enter;
- the Western Samoa School Certificate for Year 12 students which determines Year 13 selection: the examination is set, administered and marked locally by trained examiners with some New Zealand assistance under the supervision of the South Pacific Board of Educational Assessment, and,
- the Pacific Senior Secondary Certificate, a regional examination coordinated and administered by the South Pacific Board of Assessment with participation by selected examiners from Western Samoa: performance determines access to tertiary education, with the most successful students gaining entry to the University Preparatory Year at the National University.

4.3.1 Problems Within the Existing System

The present dual-stream structure is inequitable and inefficient. Access to senior secondary education is limited and selective, with only about 25 percent of the age-group receiving any senior secondary education and only about 15 percent completing Year 13.

A disproportionate number of students gaining access to government senior secondary schools are from Malifa primary schools, thereby advantaging urban over rural students.

Although girls as a group do better than boys at the Year 8 National Examination, because one of the three government senior secondary schools is exclusively for male students, only about half as many girls as boys gain access to places in senior schools. Girls are however better catered for than boys regarding boarding facilities: Samoa College offers residential accommodation for male and female students, Vaipouli offers accommodation to female students only and Avele has no boarding facilities.

The junior secondary schools offer the vast majority of students, particularly rural students, inferior educational opportunities. Fifty percent of those who enter at Year 9 do not complete Year 11. Poor facilities and many inadequately-trained teachers contribute to dissatisfaction with the junior secondary system. Very few students who enter junior secondary schools are able to access government senior secondary schooling.

About 75 percent of the total age-group do not proceed beyond Year 11. Given the minimum employment age of 17 (which students who start school at five years will not have reached by Year 11), employers' preference for employees with some senior secondary education and a raising of entry qualifications for tertiary institutions to at least Western Samoa School Certificate standard, the wastage of development potential among the country's youth is of serious concern and requires urgent attention.

The overall teacher-student ratio throughout the secondary system is 1:20, but this very favourable situation disguises large variations in teacher utilisation. Staff may teach as few as 14 instruction hours per week or as many as 22. Class sizes vary widely depending on the subject and school-size.

The numbers of secondary teachers leaving the service is high. Although adequate numbers of junior secondary teachers have been trained, nearly 50 percent of teachers in junior secondary schools are primary-only trained. Senior secondary schools have difficulty attracting qualified and trained staff in certain subject areas - particularly in English, accounting, maths and the sciences - and are dependent on expatriate and/or untrained staff in these important subjects.

Rebuilding programmes since the 1991 cyclone have resulted in well-constructed classroom buildings throughout the country. However facilities such as libraries, science laboratories, home economics and industrial arts rooms are either non-existent or inadequately supplied. No standardised lists of science or applied subject equipment are available.

The above situation can be partly attributed to management structures. At junior secondary level there is a lack of clarity regarding responsibility for equipment, furniture and teaching materials. In the case of senior secondary schools there is an over-dependence on central management. Greater responsibility and accountability for budgeting and the allocation of resources at individual school level is needed.

The quality of performance throughout the secondary system is questionable. Few Junior Secondary School Certificate students gain results that enable access to senior secondary level. External examination results are more reflective of failure than success with a 30 percent Western Samoa School Certificate pass-rate and only 10 percent of Year 13 students gain the Pacific Senior Secondary Certificate aggregate (12 or better) required for entry into the National University preparatory year. The general standard in literacy and numeracy skills is generally held by employers and post-secondary institutions to be insufficient to needs.

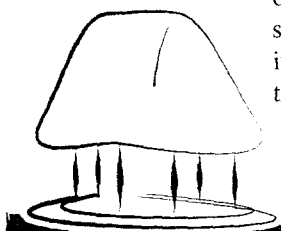
Three external examinations in a five-year programme is problematic in so far as it limits access for many and dominates classroom activities. The increasing number of senior secondary students who are doing the Junior Secondary School Certificate is not a problem in itself, but because it has a fixed grade distribution the trend will place further limits on educational opportunities for junior secondary students unless the distribution of grades is reviewed accordingly.

The fact that many Western Samoa School Certificate subjects are introduced at the Year 12 level leads to an over-concentration on exam content. At Samoa College the pressure-cooker effects of reducing a five-year programme to four years results in high numbers of failures and repeaters, and a narrow pedagogy that limits the educational possibilities for all students.

The concentration on ability in English in the secondary system is seen to limit further educational potential for those students with good general academic ability who are weak in English, while widening opportunities for those whose English is good but overall academic ability is less so. This advantages urban students and those who have spent time in the metropolitan countries.

The prevalence of translation of English subject-content into Samoan and large amounts of instruction in Samoan, though well-intended, works against the acquisition of bilingual facility.

The secondary system is also widely considered to lack relevance to village life and labour market needs with too much emphasis, particularly at senior secondary level, on the expectation of future white-collar or professional employment. Because of the low status of and lack of resources committed to applied subjects at junior, and their unavailability at senior, secondary level students leave the system with limited ability in practical skills and are unable or unwilling to respond to employment opportunities in the trade and technical areas.



4.3.2 Policies for a Renewed Secondary Education System: a Single-stream, Comprehensive System

A secondary education characterised by equity, quality, relevancy and efficiency requires a fundamental rethinking about the organisation and expectations of secondary education. The need to increase access to senior secondary education in order to meet raised demands at the post-secondary level, to improve the quality of the education offered throughout the system, and to redress present inequities between rural/urban and female/male students, has resulted in extensive deliberation of the alternative ways in which these needs may be met.

The present dual secondary structure will be progressively merged into one five-year, single-stream, comprehensive system in which the same curricula and assessment requirements will apply to all students. All Year 11 students will be eligible to enter the Junior Secondary School Certificate examination, the results of which will determine Year 12 places.

Upgrading the junior secondary schools

The upgrading process will be as follows:

- junior secondary schools will be upgraded to four-year, and eventually five-year, secondary schools: the process will be progressive, dependent on achievement of required standards;
- schools identified through Junior Secondary Certificate results as having a sufficient number of students achieving at the prerequisite level will offer Year 12 courses for the Western Samoa School Certificate exam, as trial schools;
- Year 12 places in the trial schools will be available to students from other junior secondary schools who have met the prerequisite standard;
- on successful completion of the trial period, junior secondary schools offering Year 12 courses will be termed district high schools, until such time as Year 13 is offered, when the term college will apply;
- Year 13 places will be available in the three existing colleges to students from the trial and district high schools who have reached the Western Samoa School Certificate prerequisite, during the transitional period: the three existing colleges will reduce Years 9 to 11 and increase Year 13 places accordingly;
- allocation of staffing and other resources to the trial schools will be a priority in order to maintain and develop standards of achievement necessary to the process;
- pre- and in-service teacher education and curriculum development programmes necessary for the implementation will be immediately actioned, and,

data necessary to monitor progress of the upgrading process will be collected and analyzed, and the process modified as necessary.

Avele College

Given the present inequity regarding access by girls to the government senior secondary system, Avele will become co-educational offering places to girls through a gradual change process. A controlled number of girls who have achieved prerequisite Junior Secondary School Certificate results will be admitted to Year 12 and, dependent on Western Samoa School Certificate achievement, Year 13. Once the presence of girl students at the senior level has been established, junior girls will be admitted to Year 9 on the basis of achievement at the Year 8 National Examination.

Samoa College

Despite the fact that Year 9 entrants are selected on the basis of academic achievement, many do not achieve the level of success required to proceed to Year 12, and a large proportion of Year 12 students do not achieve at the passes required for Year 13. Concern is mounting regarding the low-level of performance of the country's most successful secondary students, the majority of whom are from Samoa College.

Notwithstanding the commendable efforts of teachers and students, the inefficiency indicated by the situation referred to needs to be addressed as follows:

- Samoa College will offer a five-year secondary curriculum in line with other government senior secondary schools: this does not imply that the current four-year programme should be extended over five years, rather it demands that the present programme be enriched to provide a broader and more in-depth educational experience (non-government schools presently offering a four-year programme are urged to also adopt this policy), and,

- Year 9 places will be reduced to the extent that is necessary for the school to provide Year 11 classes within existing resource levels.

Leifiifi Junior Secondary School

Having successfully fulfilled a trial period as a four-year secondary school, Leifiifi will become district high school. Zoning regulations pertaining to the Malifa schools will apply.

A comprehensive curriculum

The main secondary school curriculum emphasis in the medium-term will be on developing the core academic subjects - Samoan, English, mathematics, the sciences and social sciences - and providing a comprehensive programme of optional subjects for all students.

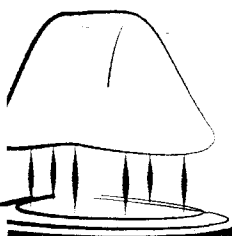
The place of language across the secondary curriculum, particularly the language of instruction and examination, must be a central focus of all curriculum deliberations. The intellectual benefits of a well-developed bilingual facility are well established.

Curriculum development in and beyond the medium-term will support and shape the merging of the present dual-stream into a single-stream system, and the eventual merging of the Junior Secondary School Certificate and Western Samoa School Certificate examinations.

A comprehensive review of Years 9 to 11 curricula will be undertaken immediately with the aim of strengthening and broadening existing courses to prepare all students for curricula requirements at Year 12.

The scope of the Curriculum Development Unit will be widened to include Years 12 and 13. Development in Samoan, agricultural science, business studies, home economics, industrial arts and from Year 9 through to Year 13 will proceed in the medium-term. The possibility of further curriculum development in approved subject areas will be considered in the longer-term. Further:

curriculum development across the secondary system will encompass both what is relevant in terms of the immediate environment of the students, and what is needed to transcend that already known so that interest in the wider world is developed: the need to achieve a balance between imparting knowledge and developing skills, values and attitudes will be a focus of curriculum development at all levels, and across all subject areas;



- during Years 9 to 11, every student must complete courses in the core academic subjects and in at least two optional subjects;
- both core academic and optional subjects will determine access to Year 12 places;
- each school will supplement the basic programme with courses in art and craft, music and drama and physical education: curricula in the supplementary subjects will be developed;
- senior secondary students will be offered a comprehensive range of academic and optional subjects;
- Year 12 students must complete courses in at least five subjects;
- selection for Year 13 will be based on an aggregate of four best Western Samoa School Certificate results;
- Year 13 students must complete courses in at least five subjects, and,
- academic and applied subjects will be equally valid in the examination programme and the selection processes for higher education.

Agricultural science

Agriculture is the lifeblood of the Western Samoan economy. The need for highly qualified agricultural scientists has never been more important.

The low status given agricultural science at secondary school level has attracted serious attention in consideration of what constitutes a relevant secondary school programme. This is pertinent given Western Samoan past and present lifestyles, current market needs and the fact that the University of the South Pacific School of Agriculture is located in Western Samoa:

- an agricultural science taskforce will be established: terms of reference will include development of a philosophical rationale for the inclusion of agricultural science in the secondary curriculum and an assessment of training and resourcing needs;
- in consultation with regional bodies such as the South Pacific Board of Educational Assessment and the University of The South Pacific School of Agriculture, a Years 9 to 13 curriculum will be developed, and,
- to ensure the subject's status is upheld and that access to senior secondary and higher education will be enabled through the study of agricultural science, the subject will be included in the secondary external examination structures.

Science education

A science taskforce will be established to review curricula from Years 1 to 13, and devising ways of recruiting and retaining appropriately qualified and trained science teachers. At the same time, science curricula development will have a strong environmental focus.

Computer science

The increasing significance of computer technology in modern society and the desirability of all secondary school leavers having a familiarity with computers is accepted. However, computer studies cannot be a priority for secondary schools given the limited provision of more essential basic resources and in the medium-term will be the preserve of tertiary-level education and the workplace.

Schools considering a move to computers are urged to give serious thought to the likely educational benefits of the subject's introduction, given the extent of resource commitment and maintenance. The supply of qualified computer science teachers, buildings and equipment are longer-term planning issues.

Resourcing the comprehensive curriculum

A quality secondary education requires access to a well-stocked and properly organised library with reference materials for all subjects and adequate materials to develop language skills. Every secondary school will be provided with a library and trained librarian.

A secondary education which is relevant to modern life also requires access to a well-equipped and supplied science laboratory. A laboratory and trained laboratory assistant will be provided to every secondary school. In addition, the previously-operated science workshop within the Malifa campus will be reinstated to make available science equipment and supplies for purchase by schools.

The expense of resourcing applied subjects relative to academic subjects must be taken into account. The issue has been considered, including provision of cluster schools in selected locations. However, availability of surplus classrooms in most schools resulting from the post-cyclone rebuilding programme makes it more appropriate to develop facilities where practicable in individual schools.

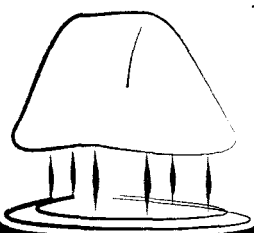
The wishes of communities regarding the provision of applied subject facilities will be surveyed and the resource commitments required by both central and school-based management structures assessed. School communities will make decisions on the optional school-based applied subjects to be offered according to resources available.

Teacher resource centres will be established on both Upolu and Savaii to provide teaching and learning materials across the curriculum at all levels.

Staffing

The present variation in staffing levels and teacher workloads across the secondary system, and between subject areas within schools, will be addressed as follows:

- base teacher-student ratios will be 1:25, or 1:20 in schools with an enrolment of less than 200;
- each staff member will be expected to teach 80 percent of the total teaching periods with appropriate reductions for extra responsibilities and external examination classes;
- school principals will be free to allocate staff and students to classes as needed within the given formula but no secondary school class in any subject will exceed 40 students;
- collation of information on staffing needs by subject will be ongoing: pre-service teacher recruitment will be determined by identified needs and in-service courses aimed at the upgrading of subject knowledge will be provided;
- the need to efficiently staff the many small schools in the system requires the need to ensure that secondary teachers be qualified to teach two subjects, and,
- no teacher will be expected to teach a subject for which he or she is unqualified, no untrained teachers will be employed in secondary schools and teaching times for every subject will be standardised.



The high rate of trained secondary teachers leaving the service reflects working conditions and low status. Recognition and enhancement of teachers' professionalism through improved rewards and career opportunities is necessary if the best possible teaching body is to be available to secondary students. Improved working conditions that will ensure the retention of well-qualified and trained secondary teachers will be a planning priority. The opportunity to undertake upgrading programmes will be available to all under-qualified or untrained teachers presently within the secondary system. Training opportunities for librarians and laboratory assistants will also be provided.

The examination system

The inevitable state of flux in the secondary system that will result from these policies makes it imperative that quality control, through the existing examination system, remains. To achieve this:

- the Junior Secondary School Certificate, Western Samoa School Certificate and the Pacific Senior Secondary Certificate examinations will be maintained in the medium-term;
- the range of subjects offered in all secondary examinations will be widened to include Samoan, agricultural science, business studies, home economics and industrial arts, and.
- beyond the medium-term some rationalisation of the three-examination system is desirable: in the meantime, the merging of the Junior Secondary School Certificate and Western Samoa School Certificate will be pursued through curriculum development with the decision at Year 11 or Year 12 indicated by secondary school retention rates and certification requirements.

Facilities

A positive learning atmosphere at the secondary level requires a suitable physical environment. School grounds, buildings and other facilities will be provided and maintained in a clean, safe and hygienic condition. All secondary schools will also be provided with adequate furniture, equipment, textbooks and curriculum materials. Information on current provisions will be collated, needs identified and means of redressing inadequacies outlined and actioned. Standardised lists of equipment and materials for teaching all subjects at all levels will be provided in every school.

Boarding facilities will be provided for both male and female students at the three colleges until such time as the need for students to attend schools a considerable distance from their homes is negated. It is recognised that properly supervised hostels provide a positive learning environment which can be instrumental in raising the quality of educational achievement.

The non-government system

The very important contribution of the non-government sector in provision of secondary education is acknowledged, particularly the enhancement of access to senior secondary places which the government system is, as yet, unable to provide.

Financial support will be given to non-government schools in recognition of their contribution at the Years 12 and 13 level. The extent of the support offered and ways whereby it can be linked to quality improvement in the senior secondary schooling offered will be given further consideration.

The department will continue to extend support to non-government schools through the distribution of curriculum materials, participation in regional assessment and evaluation procedures, and access to pre- and in-service teacher education. Further, non-government schools will be:

- included in the departmental review process, and,
- urged to adopt the management structures and regulations outlined for government schools.

4.3.3 Planning Issues in Secondary Education

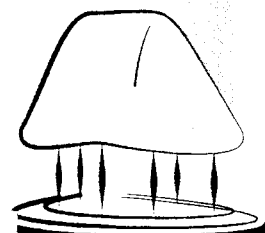
Identified strategic planning issues include provision of adequate physical facilities through:

- establishment of minimum standards regarding buildings, furniture, equipment, playground areas, toilet and water supplies;
- collation of information on current provision of the above, identification of needs and a plan to implement minimum standards;
- provision of a library and science laboratory for every secondary school, and,
- cataloguing of standardised lists of equipment and materials for all subjects across all levels.

A carefully staged comprehensive secondary education development plan will be prepared incorporating planning details for:

- expansion of senior secondary places through progressive upgrading of selected junior secondary schools to district high schools and increased equity in provision of senior secondary places;
- enforcement of staffing formulae and collation of information on staffing needs by subject (including applied subject options);
- provision of pre-service teacher education programmes and in-service teacher upgrading in response to identified needs;
- retention incentives for well-qualified and successful classroom teachers, especially in shortage areas;
- upgrading of Years 9-11 curricula in the core subjects (language, mathematics, science and social science) to meet prerequisites for Year 12;
- development of integrated Year 9-13 curricula in Samoan, agricultural science, business studies, home economics and industrial arts which meet prerequisites in related post-secondary courses;
- inclusion of applied subjects as examination subjects in the Western Samoa School Certificate and Pacific Senior Secondary Certificate, and,
- teacher development programmes in the use of formative and summative assessment processes and the requirements of internal assessment for national and regional examinations.

The planning and implementation processes arising from the above policies will be elaborated in the strategic plan, ensuring that policies become practices and within the next decade Western Samoa will have a secondary education system characterised by equity, quality, relevancy and efficiency.



4.4 Special Education

The department recognises the rights of students with physical and learning disabilities to an appropriate education as a basic human right. Until the present time however, the educational responsibility for special-needs students has been left to the collective effort and commitment of parents, teachers and community.

4.4.1 Policies for Renewed Special Education Structures

The *Education Amendment Act 1991-1992* makes it mandatory for government to share this responsibility. The valuable work already being done in special education will be supported and supplemented by new initiatives:

- the department will, in the short term, fulfil its obligation under the *Act* to special-needs students by agreed *per capita* grants to existing institutions;
- particular learning needs and residential locations of special-needs students will be identified in order to enable establishment of special classes in existing schools where necessary: provision for special-needs students to be included in mainstream learning experiences will be made available as far as possible, and,
- pre- and in-service teacher education programmes which will produce and maintain a body of skilled special-needs educators in adequate numbers to staff all special-education institutions and special-education units within mainstream institutions where appropriate, will be given priority: special-education components in the training of all teachers will also be established.

4.4.2 Planning Issues in Special Education

A Special Education Development plan will be introduced to provide:

- supplementation and support of existing community initiatives in special education;
- identification of special-needs students by location and type of need, expert assessment of, and provision for, learning requirements;
- training for teacher trainees to identify special-needs students;
- employment within the Teachers College of a blind lecturer, initially possibly on a part-time basis to assist in this aspect of the programme;
- training to enable district nurses to assist in identification of special-needs students in rural areas;
- production and maintenance of trained and qualified special-needs educators through pre- and in-service teacher education, and,
- provision for an increasing demand for special education at the secondary level and beyond.

4.5 Teacher Education and Training

A process of restructuring teacher education began with establishment of the Secondary Teachers College in 1978 followed by amalgamation with the Primary Teachers College which had been first established in 1940.

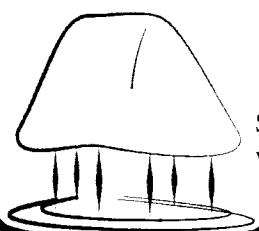
Since amalgamation, the Teacher Education Quality Improvement Project (TEQIP), funded by the New Zealand Government and managed by the Auckland College of Education has led to a number of significant initiatives in the professional development of staff, curriculum review, language and literacy, facility upgrading and resource production.

At present, the college principal is answerable to the Director of Education through the Personnel and Training Unit and is accountable for performance of all staff and day-to-day running of the institution. The principal is assisted by a deputy-principal, two chief programme convenors - one each for primary and secondary education - and six heads of teaching departments. In total there are 39 staff positions. An Advisory Board consisting of the principal and one representative each from the National University, the University of the South Pacific, Mission schools, government primary and secondary schools advises the college on policy and administrative matters.

At the time of policy formulation, a time-frame was being established for the merger of the Teachers College and National University. The merger is expected to be completed by 1998 and will bring significant synergy regarding resource-use, raise teaching standards and allow increased professional standing for teachers. Until then, the college will remain within the departmental structure. However, whether delivered at Teachers College or university level, policies relating to successful teacher-education programmes, include:

- a well-resourced institution staffed by an appropriate number of qualified and experienced lecturers, able to prepare teachers academically, professionally and personally for the task of assisting student's social, moral, intellectual and physical development;
- a curriculum which provides an appropriate balance of academically-based content and professional development, offers a variety of experiences for professional and personal growth, and which acknowledges pedagogical processes as central to raising the quality of teaching and learning;
- a programme which locates current education issues and theories in the Samoan context to encourage future teachers to think critically about the choices which will face them in the classroom, and which employs practical sessions wherever possible to illustrate the specific strategies which make apparent how broad theoretical ideas can be applied;
- objective, fair and accountable selection and assessment processes which ensure a student body of capable and motivated trainees, and identify and promote students who have proven academic ability, a commitment to teaching and the potential to be successful teachers;
- continuation of sufficient periods of teaching practice, during which supervision by a qualified teacher-trainer helps prospective teachers to learn pedagogical skills and prepare for classroom realities, and,
- a professional environment in which exists ongoing analyses of educational issues and priorities and consequent undertaking of activities which respond to expressed learning needs of the school system.

Successful school operation requires maintenance of an adequate supply of qualified and trained teachers with the following qualities:



- ability to communicate effectively in writing and orally, in a variety of modes and situations, in both Samoan and English;
- respect for the cultural and social organisations of the school community and the ability to relate to parents and the wider community in the accepted manner;
- positive attitudes towards teaching: consistency, innovation, flexibility, resourcefulness together with a thorough knowledge of the appropriate subject matter;
- concern for the intellectual, physical and emotional welfare of students;
- ability to diagnose learning needs and provide appropriate direction and competency in the skills of lesson planning, assessment and evaluation, classroom management in normal-sized classes, proficiency in teaching methodologies for individualised and small-group instruction, and multigrade classroom management;
- receptivity to the views of others and ability to relate to colleagues, principals and inspectors;
- an understanding of teachers' rights and responsibilities, and a professional attitude to matters of dress code, punctuality, attendance and performance of duties, and,
- awareness of the need to continue personal and professional development: to be inquisitive, constructively critical and creative.

From the above, a range of short- and medium-term strategies will be developed which will help to guide the merger process and provide a sound foundation for further development of teacher education and training during the period 1995-2005.

4.6 Post-secondary Education and Training

A national post-secondary system should be concerned with advancement of knowledge, scholarship and intellectual pursuit, and at the same time focus attention on employment-related skills development. Institutions within Western Samoa's post-secondary system will accord different weighting to these interests depending on the specific aims: however, all post-secondary institutions should be characterised by equity, quality, relevancy and efficiency.

There are two critical issues to be considered at the present time in Western Samoa regarding post-secondary education and training. The first concerns attitudes to teaching and learning in the sector, and the second, market-size and the scale and range of institutions and facilities.

A post-secondary student whether at university, polytechnic, vocational or any non-formal training institution should be able to access, command and criticise existing knowledge while exploring practical issues, creating new knowledge, identifying problem dimensions and working in a team. These elements are not always present. They are not steps in a process, but develop simultaneously: each takes meaning from the other. Emphasis ofcourse will vary between study areas.

Application of the elements means a fairly radical change of approach to teaching in all areas of post-secondary education and training.

The second critical issue concerning post-secondary education and training is synergy: optimum use of scarce resources while building a system in which the aspects of equity, quality, relevancy and efficiency are present.

It is of vital importance that at this stage of national development, the post-secondary system be coordinated and complementary rather than fragmented and competitive. The rationalisation which began with the amalgamation of the Nurses Training School and National University is to continue with the further positive step of the Teachers College and university merger. The proposed merger of the Marine Training School and polytechnic will provide additional economic benefits - financial and human.

However the greatest financial efficiencies - and non-financial benefits - would be achieved through a merger or location on one campus, of the university and polytechnic with one well-resourced library, centralised financial control and management and a range (instead of duplication) of quality sporting facilities, staff and student amenities. The cost savings in establishing one campus instead of the proposed relocation of the university and rehabilitation of the polytechnic (on the adjoining site), together with annual budgetary savings in on-going maintenance and running costs would bring considerable financial benefits, particularly during a period of economic constraint.

A School of Technology within the combined structure would offer the usual (and possibly expanded) range of short, medium and longer-term technical courses. Non-government training institutions - in music, art, textiles - could be attracted by making space and facility-use available.

Benefits would include higher quality rather than fragmented facilities while possibilities for continuing education and trainer-training would be enhanced.

Rationalisation on this scale would attract considerable interest and assistance from aid agencies and establish a model of high standard and standing in the region.

It is recommended that a working group be set up to examine the nation's longer-term needs in post-secondary education and training and associated budgetary issues before further steps are taken regarding university relocation or Polytechnic Master Plan implementation.

A National Training Council will be established to consider the many issues relevant to the development of post-secondary education will include representatives of all relevant government and non-government institutions. A steering committee will be charged with formulation of general aims and policies which will encompass all aspects of the post-secondary sector: university, polytechnic, vocational, non-formal and on-the-job training.

Fundamental to the work of the council will be a strengthening of linkages and coordination in order that:

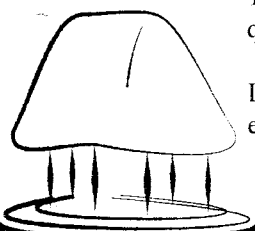
- limited resources are not dissipated through unnecessary course duplication;
- secondary school leavers have the subject knowledge, skills and attitudes required for further education and training, and,
- those entering the workforce have the knowledge and skills required by the labour market.

In developing relevant policies it will be necessary to recognise the need for institutions to be given as much autonomy as practical to make operational and management decisions while ensuring efficient resource-use.

Care will need to be taken to ensure the council does not conflict with the autonomy of individual institutions.

The important role of non-government training, and opportunities for young people without formal entry qualifications to tertiary institutions, will be given attention.

Introduction of short-term Teachers College courses for technical and vocational trainers will be considered.



Policy decisions concerning the monitoring and reviewing of curriculum content and delivery and assessment procedures, with external assistance if needed, will be made. So too, will those concerned with levels of fees and allowances, consistency across institutions and possible targeting; entry requirements; types of courses and numbers of available places; and distribution of scholarships across both government and non-government institutions for different levels of study whether in national, regional, or rim-country institutions.

4.7 Departmental Management

All government schools - 139 primary, 22 junior secondary and 3 senior secondary colleges are within the departmental structure. The Director of Education (appointed by Cabinet), is assisted by four Assistant Directors - Curriculum and Examinations, Personnel and Training, Planning and Research, and Services and Maintenance. Two further positions are at senior level: Chief Accountant and Chief Administrative Officer.

A group of 23 school inspectors, including four senior inspectors, operate as field administrators facilitating liaison between central management and the primary and junior secondary schools in the 22 educational districts. The inspectors' functions are to monitor school management and educational programmes, supervise staff performance and offer counselling when requested, and organise the staffing of schools and transfer of teachers.

4.7.1 Problems Within the Existing System

The department is generally perceived to be ineffective and inefficient. This can be largely attributed to an excessively bureaucratic structure, with multi-tiered decision-making processes and unclear lines of communication.

This creates a range of organisational and administrative problems:

- overcentralisation and a lack of accountability for decision-making and resource allocation;
- imprecise job descriptions for managers and unclear policies, objectives and terms of reference for units within the department;
- poor communication and coordination of activities between and within departmental units, and,
- inadequate coordination of planning and budgeting.

4.7.2 Policies for a Renewed Departmental Management System

Central management structures

An effective and high quality education system requires well-developed management and administrative structures at the national level. A programme of institutional strengthening which will improve the management and administrative capacity and procedures of the department will be implemented.

The executive

- the executive will consist of the director, four assistant directors, the chief accountant, administrative officer and Teachers College principal: each of these senior officers will report directly to the director;

- a position of deputy director will be established at Savaii: the officer will report to the director;
- each section will operate according to a Mission Statement and set of agreed objectives: more-precise terms of reference and job descriptions and will be prepared and performance monitoring mechanisms put in place;
- further training needs for management and administrative personnel will be identified and programmes implemented, and,
- appointment and promotion procedures within the department will be according to accepted equity principles.

Units

- each section or unit - Curriculum and Examinations, Personnel and Training, Planning and Research, and Services and Maintenance - will be reorganised into a more flattened structure, shortening communication lines and producing quicker decision-making, responses and action;
- all sections are to be given greater responsibility for budget formulation, resource allocation, management of, and accountability for expenditure;
- a regional office at deputy director level will be established on Savaii to enable more effective communication with, and the prompt delivery of services to schools, and,
- resource centres will be established on Upolu and Savaii to provide easy access for teachers to materials and information.

The inspectorate

A primary school inspector will be appointed to each educational district to liaise between the department and primary schools at district level, including non-government schools: the inspector will also liaise with village *pulenu'u* and communities regarding enrolment and attendance of village children and be appointed as a member of each school committee.

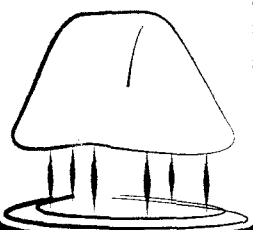
Applications from women for inspectorate positions will be especially encouraged and attempts made to redress the present gender imbalance.

Review teams

Six review teams - four for Upolu and two for Savaii - will make annual visits of up to three consecutive days to each primary school. Teams will be comprised of three/four inspectors and an adviser from the Curriculum Development Unit and review schools within the districts of the inspectors concerned. The purpose will be to offer guidance and support to enable schools to meet school charter objectives, to identify local in-service needs, assess school management and teacher performance.

A review team of secondary school inspectors will be appointed. Each secondary school inspector will be responsible for designated schools and annual visits will be made to all schools. As outlined for primary school reviews, the purpose will be to identify local in-service needs, assess school management and teacher performance with the additional responsibility of ensuring that subject prescriptions for national and regional examinations are being met. Generally:

- review teams will identify local in-service needs and co-ordinate provision and delivery with the Curriculum Development Unit and the Teachers College;



- in-service courses for the professional development and training of inspectors in their guidance, support, advisory and assessment roles will be available at regular intervals;
- a school grading system will be developed to promote collective responsibility for the promotion of more effective teaching and learning, and to reward accomplishment: these will be done on a three-yearly basis at the time of the annual review, and,
- a list of school grading criteria will be prepared and successful practices identified; information about the most effective schools will be disseminated, providing models for consideration by less effective schools.

4.7.3 Planning Issues in Departmental Management

Strategic planning issues include:

- a corporate plan for the department outlining the institutional procedures to be taken in order to ensure the implementation of policies for the restructuring of central management, including establishment of the Savaii office and a National Examination Board;
- a model charter will be prepared including budgeting advice, details of management roles and responsibilities of the committee, the department, principal and academic staff, parents and students;
- criteria for school grading and merit awards for teachers;
- systematic professional development in-service programmes for departmental officers, inspectors, principals, senior and classroom teachers;
- increased professional opportunities and incentives through accreditation, and clearly defined career paths and performance monitoring systems for all education workers, and,
- resource development, production and distribution schedules for essential texts, teacher and student curriculum materials and a distribution system that will facilitate prompt responses to school requests for materials.

The planning and implementation procedures required will be elaborated in the strategic plan and will ensure that, over the next decade, policies will become practices and challenges in education management, met.

4.8 School Management

The financing of education is shared between parents and government. Village and district communities own and are responsible for school buildings, furniture and equipment. Teachers' salaries, stationery and curriculum material costs are government-funded.

Each primary and junior secondary school is managed by the relevant village or district in which the school is located. School committees appointed by the village council *Fono* in the case of primary schools or representatives of each contributing village in the case of junior secondary schools, is responsible for determining, collecting and disbursing annual fees. The fees, supplemented by funds raised through community activities, are used to construct new and maintain existing facilities, provide furniture, equipment and other resources.

Since the devastation caused by cyclones in 1990 and 1991, a major government and overseas-aid assistance rehabilitation programme has led to the partial or complete rebuilding of most schools, including

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those under village or district management.

The Malifa schools and the three government senior secondary colleges are government-owned and funded. School fees collected are part government-levy and part trust-fund, which, together with other funds raised by the school communities are used for school development.

The non-government sector consists of 16 mission and two privately-owned primary, six mission junior secondary and 13 mission and one privately-run senior secondary schools.

4.8.1 Problems Within the Existing System

The consequences of belonging to a severely under-resourced and bureaucratic system have been aggravated by inconsistencies in management and resourcing at school level, with the following results:

- marked over-crowding in the government-owned schools on the Malifa compound and serious under-utilisation of many village and district schools;
- a lack of clear definitions of the composition, roles and functions of village and district school committees, relative to those of the department;
- no uniform or explicit set of budgeting procedures;
- insufficient and poor quality facilities and furniture, and minimal supplies of teaching and learning materials, and,
- a lack of professional autonomy and recognition for principals and teachers, resulting in generally low morale and a high rate of attrition.

4.8.2 Policies for a Renewed School Management System

An effective and high quality education system requires effective management at individual school level. A system of supervised school-based management through a partnership between the department and school community will be developed. An efficient and equitable education system requires that management and resourcing be consistently high.

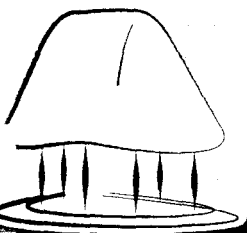
School committees: *Komiti Faatino o Aoga*

The efficient and effective running of each school will be the responsibility of the school committee, which will be comprised as follows:

- for primary schools, nine members: the principal, inspector, one teacher elected by the staff, the village *pulenu'u* or a pastor and five parents with students at the time enrolled at the school, elected by the parents, and,
- for junior secondary schools, the committee will be expanded to include the *pulenu'u* or pastor from each contributing village.

School charters: *Feagaiga mo Aoga*

The management of each school will be guided by the school charter which will be developed by the department and committee. The charter will form a contract between the committee and the department under which the department will:



- provide sufficient resources - financial, staffing and material - to every school based on established and accepted formulae according to the level of schooling;
- provide the committee for each school with information on nationally-prescribed educational objectives and for secondary schools, the availability of resources for locally-determined curriculum objectives;
- provide the committee for each school with guidelines on minimum requirements of equipment and materials necessary for the implementation of compulsory and optional curricula at the appropriate levels, so that school fees can be expended as productively as possible, and,
- provide each school committee with regular and relevant information on budget allocations and trust accounts so that optimum value for income expenditure, including fees, can be realised.

The school committee will:

- be responsible for the preparation of an annual budget which will clearly indicate sources of income and expenditure allocation;
- be accountable to the department for meeting nationally prescribed educational objectives set out in the charter, and determining and meeting local objectives, and,
- be ultimately responsible, through the principal, for enforcement of compulsory aspects of the curriculum and approval of optional subjects, for proper use of government-provided resources, and effective management of the institution.

Clear lines of responsibility between the department and committee for property maintenance and capital works, and the provision and safekeeping of equipment and materials, will be developed and monitored.

Training and advice as requested by the committee will be available, especially in the initial stages of establishment.

Teaching Staff

Principals and teachers are qualified, trained, and to varying degrees, experienced professionals. It is not intended that the committee will tell principals how to run the schools or teachers how to teach.

Principals, with the help of senior teachers, are responsible for professional leadership, the implementation of policy and the day-to-day management of schools. Teachers are responsible for fulfilling school-wide duties allocated by the principal and the day-to-day management of classrooms.

The role of principal is recognised as crucial to school effectiveness and the improvement of educational quality: the principal and all teaching staff will be appointed in accordance with Public Service Commission regulations.

Developing and strengthening managerial capacity is an essential and continual task. Regular in-service programmes on school management will be available to the committee, principal and senior teachers. The programmes will provide training in the supervision, motivation and professional guidance of teachers, and the establishment and maintenance of positive relationships with local communities and central authorities.

The classroom teacher is the key to effective learning. Classroom management is a significant factor in successful teaching and learning: in-service courses on the various aspects of classroom management will be ongoing, and management advice will be available to teachers at all levels of the system.

The relationship between central and school-based management:

- all schools registered with the department will be open to regular and clearly defined review procedures;
- all government schools will be reviewed annually;
- a school grading system will be developed to foster and promote collective responsibility for the promotion of more effective teaching and learning, and to reward and reinforce accomplishment: these will be on a three-yearly basis at the time of the annual review, and,
- criteria according to which schools - primary, secondary, rural/urban - according to level and type will be established: information about the most effective schools will be disseminated throughout the system, thus providing models for the consideration of less-effective schools.

Merit awards for teachers

Classroom teachers of outstanding ability will be recognised and rewarded by merit awards with an associated salary incentive. To be eligible for such an award a teacher will need to have completed a stated minimum number of years service and meet the performance criteria established.

Teachers seen as suitable for such recognition will be recommended by the committee. A written report on the merits of the teacher concerned will be completed by the district inspector for the further consideration by the department's Personnel and Training Unit. A limited number of awards will be available.

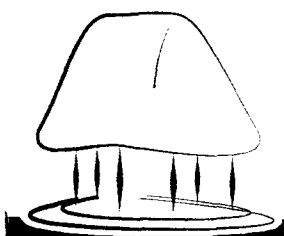
Teacher-only days

Teacher-only days will be available to school for in-service programmes on the basis of:

- three teacher-only days will be available in each school per year, and,
- a teacher-only day request must be made to the director, stating objectives, procedures and intended outcome, and will be facilitated by approved in-service teacher educators, the district inspector, Curriculum Development Unit, Teachers College personnel and teachers with demonstrated expertise in specific areas.

Schools will be encouraged to identify local and district in-service needs and work with review teams to achieve maximum results.

In the long term the setting up of a guidance and counselling system, which will include career advice, will be explored.



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