INVESTMENT DESIGN FOR SAMOA EDUCATION SECTOR SUPPORT PROGRAM (ESSP)

July 2020 to June 2024

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List of Acronyms

ACDM	Aid Co-ordination and Debt Management Division, Ministry of Finance
ACEO	Assistant Chief Executive Officer
APCP	Australia Pacific Climate Partnership
APTC	Australia Pacific Training Coalition
ARR	Annual Review Report
CCDRR	Climate Change and Disaster Risk Resilience
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CEO	Chief Executive Officer
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
DFAT	Department of Foreign Affairs and Trade
DP	Development Partner
ECE	Early Childhood Education
EFA	Education for All
EFT	Electronic Fund Transfer
EMIS	Education Management Information System
EQAP	Educational Quality and Assessment Programme
EPPD	Economic Policy and Planning Division (Ministry of Finance)
ES	Education Sector
ESP	Education Sector Plan
ESAC	Education Sector Advisory Committee
ESCD	Education Sector Coordination Division
ESWG	Education Sector Working Group
ESAC	Education Sector Advisory Committee
ESSP	Education Sector Support Program
GDP	Gross Domestic Product
GoS	Government of Samoa
GPPD	Governance Planning and Policy Department (SQA)
IA	Implementing Agency
IAD	Internal Audit Division (Ministry of Finance)
ICT	Information, Communication and Technology
IE	Inclusive Education
IEP	Individual Education Plan
IVP	Independent Verification Process
JFA	Joint Funding Arrangement
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MESC	Ministry of Education, Sports and Culture
MFAT	Ministry of Foreign Affairs and Trade
MoF	Ministry of Finance
MoH	Ministry of Health
MSS	Minimum Service Standards
MTEF	Medium-term Expenditure Framework
MWCSD	Ministry of Women, Community and Social Development
NESP	National Environment Sector Plan
NTDF	National Teacher Development Framework
NUS	National University of Samoa
PacREF	Pacific Regional Education Framework

PFM	Public Financial Management
PFTAC	Pacific Financial Technical Assistance Centre
PILNA	Pacific Islands Literacy and Numeracy Assessment
PMSD	Procurement Monitoring Services Division (Ministry of Finance)
PPRD	Policy, Planning and Research Division (MESC)
PSET	Post School Education and Training
RPPD	Research, Policy and Planning Division (SQA)
SDG	Sustainable Development Goal
SDS	Strategy for the Development of Samoa
SEMIS	Samoa Education Management Information System
SQA	Samoa Qualifications Authority
TA	Technical Assistance
TDAD	Teacher Development and Advisory Division (MESC)
TVET	Technical and Vocational Education and Training
VfM	Value for Money

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A full list of those consulted is contained in Annex I.

A: Executive Summary

The national context in which education operates

Samoa is a small Pacific country with a high reliance on a few sources of export income, including remittances and foreign grants. It is vulnerable to disasters and climate change. The population is a young one (over 60% are under age 29) and participation in formal employment is relatively low. At the same time as unemployment is high amongst young people, Samoan businesses report skills shortages as a significant barrier to further growth.

In this context Samoa recognises the critical importance of education to its further economic and social development. Key outcome 7 of Samoa's overarching strategic document, the Samoa Development Strategy, is for education and training to be improved.

The Education Sector

In the Samoan education sector there are:

- 126 Early Childhood Education (ECE) Centres mostly mission or privately run
- 210 schools, around 80% of which are government owned, with a further 16% mission schools and a small number private
- 26 Post School Education and Training (PSET) providers, the most significant of which is the National University of Samoa (NUS), with most of the rest being mission providers.

These institutions are overseen and supported by three Implementation Agencies (IAs), namely the Ministry of Education, Sports and Culture (MESC), the Samoa Qualifications Authority (SQA) and NUS.

In terms of numbers of learners, there are 68,500 or just over one in three of the population in Samoa enrolled in education institutions. Just under 60,000 of these are enrolled in the school sector with the balance fairly evenly spread between ECE and PSET.

Participation in the early years of school education is high. But participation drops away over the later years of secondary school, more markedly so for boys. Numbers transitioning to PSET need to increase so that the country is upskilling its young population to support future prosperity.

A range of information shows that achievement levels for literacy and numeracy remain of concern at all levels of school, with boys achieving at significantly lower levels than girls, particularly in literacy. Factors behind this persistent low achievement largely concern capacity issues. In primary schools, for example, delivering the outcomes-based curriculum using the bilingual language of instruction model is proving highly challenging for many teachers.

Beyond school fewer than desirable numbers of school leavers successfully transition to further education and work and graduates from PSET programmes sometimes struggle to find work that utilises their skills, indicating the need for improvement in quality and relevance.

The Samoa Education Sector (ES) has since 2013 adopted a sector wide approach to improving outcomes. Key education agencies work together to implement a comprehensive work programme

in pursuit of agreed sector goals, namely better outcomes through improvements in the quality of, participation in and relevance of education and more effective and sustainable sector operations.

Rationale for Australia and New Zealand Investment

Support from Australia and New Zealand for the Samoa Education Sector Plan (ESP) is consistent with the strategic intent of both countries' aid strategy and policy. As well as addressing key areas of focus for both countries in terms of educational outcomes, the sector is also committed to enhancing gender equality, creating a more inclusive education system for people with disability and has included the development of a Climate Change and Disaster Risk Resilience (CCDRR) strategy as a result indicator in the ESP.

Further investment in support of Samoan education will build on previous developments, further enhance the relationship between the three countries and increase the chances that the Education Sector is successful in making progress towards the goals it has set for itself.

Budget support modality continued

The evaluation of the Education Sector Support Programme (ESSP) 2015-2018 recommended continuation of a budget support modality. This will reinforce a sector wide way of working, generate efficiency through using Government of Samoa (GoS) systems and build sustainability through enhancing capacity in the Education Sector.

Theory of Change

Given a budget support modality, this investment will achieve results primarily through the way it enhances the impact of the ESP 2019-24. The theory of change for the design identifies five ways that the ESSP 2020-24 will do this:

- The provision of funding through the ESSP 2020-24 enables more extensive implementation of the Plan than would otherwise have been possible
- Development Partners enhance ES decision making through engagement in key forums
- The use of Technical Assistance (TA) will enhance sector delivery in key areas and raise capacity in IAs to sustain
- Support for knowledge sharing between similar work in other aid investments or coaching and mentoring from those with expertise or experience in bringing about education change
- Recommendations for a small number of additional initiatives that are assessed as able to enhance the impact of the ESP in key areas.

Proposals regarding the critical area of literacy and numeracy in schools illustrates how the theory of change will work in practice. The ESSP will help fund planned capacity development activities. But in order to enhance the effectiveness of capacity development two reviews of current practice are recommended: the first of current practice in the teaching of literacy and numeracy and the second of the effectiveness of current capacity development for teachers and principals. The two reviews should result in an action plan to address identified issues. This could include the further use of TA to work alongside teachers, principals and IA staff to build the capacity of each and bring about required changes in practice and hence improved outcomes. In addition, DPs could facilitate knowledge sharing about related work in other countries.

Performance-linked funding

This design does not include a performance-linked funding tranche, reflecting an assessment that in the context of Samoan education, the disadvantages of performance-linked funding outweigh the benefits. Failure to deliver results is likely to be more related to capacity issues than motivation and

the uncertainty about funding that a performance-linked tranche introduces works against effective planning and delivery. The absence of a performance-linked funding tranche means that key results indicators can be used primarily to support a much stronger strategic focus on how to continue to improve the overall effectiveness of delivery of the ESP.

Monitoring, Evaluation and Learning

The Monitoring, Evaluation and Learning (MEL) framework for the design is based on that of the ESP. However, the ESSP MEL includes a subset of the Results Indicators in the ESP. These indicators are assessed to be significant ones to see realised in order to make progress towards the broader policy objectives and goals of the ESP. Identification of these indicators and associated activities is intended to inform ongoing policy dialogue and review through the course of the ESP 2019-24. It does not constrain the ES in how it allocates the funding it receives. All ESP activities and strategies are eligible for ESSP funding in line with ES decisions.

The ESSP does not propose any indicators for assessing results in the Education Sector other than those contained in the MEL framework. However, it does contain a small number of additional indicators for evaluating the effectiveness of the ESSP design in supporting the Education Sector.

A joint ESP/ESSP review system is proposed to reduce costs of administration and promote an integrated improvement focus. The annual Independent Verification Process (IVP) which operated during the previous ESSP will be adapted to take a broader approach focussed on analysis and learning as well as verification.

Gender, Disability and Climate Change and Disaster Risk Resilience

Issues with respect to gender equality in Samoan education mainly relate to the lower achievement of males in the schooling years, although there are issues about restricted social participation of females beyond schooling. The ESP includes work to identify and address gender disparity in participation and achievement.

Inclusive Education (IE) is one of the five priorities in the ESP 2019, with results indicators being the number of students with disability participating in education at all levels. The ESP includes proposals for the necessary support for students, teachers and leaders to enable this to happen successfully. As well a review and redevelopment of the Inclusive Education Policy is planned. The design makes provision for TA to support the implementation and refreshment of the IE Policy and to assist with the design of the Samoa Education Management Information System (SEMIS) to help ensure that the latter provides better data on the participation and achievement of students with a disability.

ESSP 2020-24 discontinues the ring-fencing of the funding for Inclusive Education providers within general budget support that was a feature of the previous ESSP. The experience with ring-fencing has been that it generates significant additional burden for the small IE unit in the Ministry, slows receipt of funding and therefore activities by service providers, and risks sidelining IE within the sector. Noting the significant changes this shift will require, and the inherent risks for providers if they do not receive funding, TA is proposed to assist MESC and providers establish the necessary systems to operate in this new environment. Transition to general budget support of funding for inclusive education providers is conditional on these systems being in place and incorporation of funding for Inclusive Education Service Providers in the relevant IE output in the Medium Term Expenditure Framework (MTEF).

ESP 2019-24 includes the development and implementation of a sector wide strategy for Climate Change and Disaster Risk Resilience (CCDRR). The ESSP design supports the ESP, recognises CCDRR as a priority and makes provision for TA support for the development and implementation of the CCDRR Strategy. Through engagement with the ES, DPs can use the ESP Results Indicator, policy dialogue and review processes to monitor the development and implementation of the CCDRR Strategy with a focus on mainstreaming of CCDRR throughout the sector's planning, curriculum, training, activities and infrastructure management.

Budget and Resources

The budget for the ESSP 2020-24 is set out in the table below. The ESSP provides total resourcing to the ES of SAT$51.9m or an average of SAT$13m per year. This is slightly less than the maximum per annum resourcing budgeted in the last ESSP but the amount actually provided in the last ESSP was significantly less than what is proposed because the performance-linked tranche in that design was not paid out in full.

Table 1: Summary budget for the ESSP 2020-24

$SATM	2020/21	2021/22	2022/23	2023/24	TOTAL
GENERAL BUDGET SUPPORT (INCLUDING IE EXPENDITURE)	11.4	11.6	10.7	10.2	43.9
TA FACILITY	2.5	2.2	1.8	1.5	8.0
TOTAL ESSP BUDGET	**13.9**	**13.8**	**12.5**	**11.7**	**51.9**

Procurement and Partnering

Government of Samoa (GoS) systems will be used to give effect to the investment. An assessment of these systems has been undertaken as part of the design process, which is summarised in **Annex G**. Areas for particular attention have been identified and the design proposes eight process indicators to mitigate fiduciary risk.

B: Development Context and Situational Analysis

1. Country context

Samoa is a small Pacific country with GDP per capita in 2017 of SAT$11,030[1] or around USD$ 4,300 and a population in the 2016 census of 195,079[2]. Tourism, remittances, and foreign grants are the main sources of national income[3]. After having declined in 2017/18, GDP growth has resumed with a growth rate of around 2% per annum projected for the coming years in the latest fiscal strategy statement[4].

[1] Samoa Bureau of Statistics, 2018, *Statistical Abstract 2017* p 15

[2] Ibid p 4

[3] MFAT sourced from https://www.mfat.govt.nz/en/countries-and-regions/pacific/samoa/

[4] Government of Samoa, 2019, Fiscal Strategy Statement 2019/20

The population of Samoa, which in recent years has been growing at around 1%/year[5], is weighted towards younger age groups with a median age of 21, 38% of the population under the age of 15 and over 60% under the age of 29.[6] In 2016, of the economically active population aged 10 and over, 46.7% were in employment and a further 36.3% were working in the subsistence sector[7].

Disasters and climate change can impact significantly on the economic and social situation in Samoa. Samoa is highly vulnerable to hazards such as cyclone, flood, drought, tsunami, earthquake, and volcanic eruption. Climate change is intensifying extreme weather and is driving sea level and temperature rise, ocean acidification and reef loss and is exacerbating disasters. These events cause enormous repeated damage and loss of education infrastructure as well as lags in children's access to education, undermining efforts to strengthen systems and service delivery quality in the sector.

With impacts rapidly escalating, it is important that the skills and expertise needed to develop local solutions and climate action are built through formal and informal education and training systems. Right now, there is US$2.7 billion in climate finance invested by donors and the international community in building resilience and low carbon growth in Pacific countries. This represents a large and growing employment market, which is only minimally accessed by Pacific Islanders. New skills gaps are also emerging, for example in renewable energy and electrification.

Developing nations such as Samoa are frequently disadvantaged in the increasingly important area of ICT due to geography, lack of economies of scale, anti-competitive legislation, expensive national and international connectivity, lack of local skills and small national budgets. Those factors limit the investment in ICT which can be made in both the private and public sectors and hence the contribution of ICT to broader economic activity.

Within this development context, the *Strategy for the Development of Samoa* (SDS) sets out Government of Samoa (GoS) goals and plans for promoting the further development of Samoa. The SDS recognises the key role that education has to play in realising the overall vision it sets for Samoa.

Key outcome 7 of the Strategy is *Quality Education and Training Improved* with the vision of *All people in Samoa are educated and productively engaged*[8].

The SDS identifies as key strategic outcomes improved literacy and numeracy in schools and graduation of PSET students with nationally and internationally recognised qualifications; quality of teaching; education and training opportunities increased for vulnerable groups; high retention of students in primary schools; improved employment outcomes for PSET/TVET graduates and improved CCDRR in schools.[9]

The National Environment Sector Plan (NESP) 2017-2021 calls for CCDRR to be mainstreamed across all sectors. The Education Sector also plays a key role in national disaster prevention, preparedness, response and recovery under the National Disaster Management Plan 2017-2020.

[5] Bureau of Statistics, 2017, *2016 Census brief No 1* p.3
[6] Ibid p 5-6
[7] Ibid p. 22
[8] Government of Samoa, 2016, *Strategy for the Development of Samoa 2016/17-2019/20* p.8
[9] Ibid p.9

The GoS also recognises that gender equality is intrinsic to achieving goals for sustainable social and economic development[10], and ratified the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) in 1992: the first Pacific Island Country to do so. The National Policy for Gender Equality recognizes that women and men are equal partners in the development of Samoa.[11]

The GoS recognises people with disability as rights-bearers and ratified the Convention on the Rights of Persons with Disabilities (CRPD) in 2016. Samoa's National Disability Policy 2011–2016 calls for stakeholders to work together to create a human-rights based, inclusive and barrier-free society which advocates for and empowers people with disability, and education is one of seven core outcome areas.[12] Samoa's Education Act is clear on the importance of ensuring access for learners with disability at all levels of education.

These key outcomes and priorities identified at a national strategy level indicate that the education sector has a critical role to play in Samoa's ongoing development.

2. Education Sector issues

The Samoan Education Sector (ES) is well-established with a comprehensive network of primary and secondary schools, a range of PSET programmes delivered through both public sector and private sector providers and government entities to support and administer the sector. The ECE sector is still emergent but recent government initiatives are seeking to support its development.

Progress has been made in improving participation, particularly in earlier years of the schooling system. The Government has now made compulsory participation in ECE for four year olds, although there is still considerable work to be done to make this a reality, which will take time.

The 2016 Census showed that 98% of children aged 6-14 were attending school during the reference year. Of the remaining 2%, 60% (or a little over 1% of the total age group) reported never having attended school.[13] Participation in school, particularly of boys, declines through the later stage of secondary education so that at age 16, 90% of girls and less than 80% of boys are still enrolled in school and by age 17, 80% of girls and less than 70% of boys are still participating in school.[14]

There were 270 students with disability enrolled in primary (258) and secondary (12) schools in 2018.[15] A number of students with disability also attend two special schools in Apia. The 2016 census found that 9.6% of children with disability (n=324) had never been to school, and that enrolment of students with disability declines after primary school.[16]

Despite much attention, at the schooling level learning outcomes with respect to literacy and numeracy continue to be of serious concern, with boys achieving at significantly lower levels than girls particularly in literacy. While there has been a good deal of year to year volatility in what

[10] Government of Samoa, 2016, *Samoa National Policy for Gender Equality 2016 – 2020* p.5
[11] ibid p.7
[12] Government of Samoa, 2009, *Samoa National Policy on Disability 2011 – 2016* p.iii
[13] *2016 Census Brief no 3* p. 8
[14] Ibid P. 5
[15] Government of Samoa, 2019, *Education Sector Plan 2019-24* p.99
[16] Samoa Bureau of Statistics, Ministry of Women, Community and Social Development, Pacific Community and UNICEF Pacific, 2018, *Samoa Disability Report: An analysis of 2016 Census of Population and Housing* p.21

assessment studies show about achievement trends, the evaluation report of the last ESSP completed in December 2018 concludes:

> *The overwhelming evidence from these results of student achievement in Samoa is clear: student achievement across the board in Samoa primary and secondary schools is low, and needs to improve*.[17]

This conclusion is echoed in the 2018 Pacific Islands Literacy and Numeracy Assessment (PILNA)[18] Samoa Report. While this report notes improvement of higher achievers in both Year 4 and Year 6 Primary over the three PILNA cycles (2012, 2015, 2018), it highlights significant numbers of students still below minimum expected achievement levels:

> *There are still many students, however, not achieving the minimum expected levels of literacy. At Year 6, half of the boys and one in four girls did not meet those levels. It is worrying that both regionally and in Samoa, one in four Year 6 students is performing below the minimum expected proficiency level in literacy for Year 4.*
>
> *In numeracy … the proportion of students in the lowest levels is above that of the region for both Year 4 and Year 6. Gender differences are apparent across both literacy and numeracy at Year 4 and Year 6 in Samoa. The most pronounced differences are found in Year 4 literacy, with boys significantly underperforming girls.* [19]

Annex A contains more information on achievement in schooling.

The factors behind the persistent issue of low student achievement are multifaceted but largely relate to capacity issues. Regarding primary school education, while there has been commendable development under ESP 2013-2018 of theoretically sound policies in a wide range of areas pertinent to improving learning outcomes, it is widely recognized that capacity on the ground to implement these policies often remains severely limited and this continues to hold back improvement in literacy and numeracy achievement. This lack of capacity can take many forms and involve a range of often overlapping factors including the availability of sufficient professional development staff with the knowledge and skills to deliver in-service training to the standard required and the education, knowledge, skill and language levels of teachers and principals and their capacity to absorb and effectively implement the multiple policy expectations. The relevance of pre-service and in-service teacher development to the real classroom needs of teachers and the attitudes and beliefs of both the providers and recipients of professional development are also likely to be factors.

An important example of the gap between policy expectations and the real capacity on the ground to meet them concerns the bi-lingual Samoan/English medium of instruction model introduced in primary schools in 2013. While the bilingual policy is based on sound principles, many teachers' personal capacity in English is low and they are themselves unable to act as models of bilingualism. This in turn can affect their capacity to teach the curriculum effectively.

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[17] Allen and Clarke, 2018, *Evaluation of Samoa Education Sector Support Programme: Final Evaluation Report* p.76

[18] The Pacific Islands Literacy and Numeracy Assessment (PILNA) is a regional program under SPC/EQAP and in 2018 involved fifteen participating Pacific Countries.

[19] Education Quality and Assessment Division: Pacific Community, 2019, *Pacific Islands Literacy and Numeracy Assessment Samoa Report 2018* p.1

The extract from the ESP Mid Term Review of 2017 contained in **Annex A** includes more discussion of these influencing factors.

Outcomes from schooling influence patterns of participation and achievement post-school. In 2016 only around 40% of those aged 15-24 were participating in some form of PSET. Females made up more than half of these[20]. Over the population as a whole, only 16% of Samoans aged 15 and over hold an educational qualification beyond schooling and 45.5% hold no qualification at any level[21].

Further, of those young people who remain involved in learning after leaving school, the majority learn through informal training programmes[22] and this is now regarded as an important part of the PSET sector. However, a significant number of young people do not participate in further learning or employment and unemployment among young people is significantly higher than for the working age population as a whole.

3. Education Sector response

Over the last five years, the ES has adopted a sector wide approach to bringing about improvements in education in order to address these issues. The Implementing Agencies (IAs) the Ministry of Education, Sports and Culture (MESC), the Samoa Qualifications Authority (SQA) and the National University of Samoa (NUS) have been working together since 2013 to implement an Education Sector Plan (ESP) aimed at improving learning outcomes through increased participation in higher quality and more relevant learning programmes.

To achieve this, the sector has identified high quality teaching as a critical contributor to improved learning outcomes and has prioritised capacity development for all of those working in the education sector. Along with the delivery of professional development, this has included the implementation of teacher registration and appraisal systems in the school sector along with the upgrading of teacher qualifications and the use of programme accreditation processes to further the development of high quality and relevant PSET programmes.

The ESP 2019-24 also gives priority to:

- Developing high quality Early Childhood Education (ECE) opportunities for all Samoan children
- Strengthening the Inclusive Education (IE) system through strategies designed to ensure students with disability are enrolled in and supported to complete school and move on to further learning
- Developing the use of Information and Communication Technology (ICT) for enhanced access to education, teaching, reference, learning, reporting, management/administration, and to increase levels of ICT literacy in the population.

In addition, the ESP 2019-24 recognises its key role in building climate and disaster risk resilience by identifying that a CCDRR strategy will be developed and implemented as well as providing and maintaining safe schools and training facilities.

[20] 2016 Census Brief *no 3* p.10
[21] Ibid p.13
[22] Strategy for the Development of *Samoa 2016/17-2019/20* p.9

4. Issues and challenges

The challenge the Samoa Education Sector faces is to make progress on its goals and realise its desired outcomes in a situation of limited resources and constrained capacity.

The programme for improvement in the ESP 2019-24 is both complex and comprehensive. Much of the work that is required involves significant changes in knowledge, skills and practices throughout the education sector. Such a change process not only requires significant investment over and above normal recurrent expenditure but expertise to ensure that the work intended to lift the quality and relevance of educational outcomes is both effective and sustainable.

The opportunity and the challenge for the next ESSP is to contribute in a manner that enables the sector to continue to develop its own long-term capacity while also making progress towards short-term goals.

5. Lessons learned

The ESP 2019-24 will be the second implemented by the ES. The first plan ran from 2013 to 2018. There was initially considerable difficulty in making progress in implementing the plan, because it implied new ways of working, it took time to establish required co-ordination mechanisms and the outcome targets in the plan were unrealistic and in some cases, difficult to measure.

Interim and final reviews of the ESP 2013-18 and the final evaluation of the ESSP 2015-18 highlighted this. These reviews recommended changes to the monitoring and evaluation framework for the ESP (and hence effectively the ESSP) so that it is focused on a smaller number of more measurable key indicators, thereby making it easier to effectively measure progress and monitor performance in implementing the plan. These recommendations have been taken into account in the design of the ESP 2019-24 and therefore in the design of the ESSP as well. Reviews also noted that in the later years of the ESP 2013-18, progress was made in establishing ways of working between the IAs and in policy co-ordination, giving increased confidence that the effectiveness of the sector wide approach is growing.

The reviews also signalled the need for significant capacity building programmes and for research to build understanding about lack of progress in key areas. These recommendations are either incorporated in the ESP 2019-24 or taken into account in recommendations in this ESSP. Examples of the latter include the recommendations in this design for reviews of the teaching of literacy and numeracy and professional development for teachers and research into the reasons for disparity in educational outcomes between boys and girls. For IA staff, the need for capacity building in the monitoring, analysis and reporting of data was also highlighted. The Monitoring, Evaluation and Learning TA provided for in this design responds to that recommendation.

The final evaluation of the ESSP 2015-18 found that a budget support modality is broadly appropriate[23]. It noted that the outcomes supported by the ESSP were fundamentally relevant and important. It did, however, call for better alignment of DP and GoS decision making timelines to support a single budgeting process. The evaluation's recommendations with respect to process indicators for payment of budget support have been taken into account in this design as have the comments made about the importance of funding predictability for planning and Independent Verification Process.

[23] Allen and Clarke p.3

C: Strategic Intent and Rationale

6. Rationale for Development Partner investment

Australia and New Zealand recognise in their key aid strategy documents the importance for both countries of investing in the Pacific and within that context recognise the vital importance that support for educational improvement can play in the development of Pacific economies. Both partners emphasise the value of strengthening the foundations of learning, particularly through raising the quality of teaching.

New Zealand's aid strategy highlights specific objectives to increase literacy and numeracy by improving attendance, teaching methods, leadership and management, and the use of assessment information.[24]

Australia's aid policy document states "Promoting economic growth and poverty reduction requires a foundation of strong human development."[25] Strong learning foundations, learning for all and skills for employment are highlighted. [26]

The strategy for Australia's aid investments in education states Australia will invest in early childhood care and development, quality at all levels of the education system, equity, with a particular focus on gender and disability inclusiveness, and alignment of education and skills with labour market needs[27]. More generally Australia also highlights its commitment to ensuring that its aid investments improve governance, Disaster Risk Resilience and innovation for learning.

Overall, investment in support of the ESP 2019-24 will be well aligned with the aid priorities of both Australia and New Zealand with respect to education since the ESP 2019-24:

- Is focused on improvements in access to and quality and relevance of both basic education and skill acquisition
- Gives priority status to Inclusive Education and the use of ICT
- Recognises improved education outcomes are central to improving the prospects for economic prosperity and social stability in the future.

The investment also satisfies Australia's four aid tests:

- **Pursuing national interest and extending Australia's influence:** investment in support of the ESP 2019-24 will further develop Australia's partnership with the Samoan education sector built up over recent years and thereby strengthen its overall relationship with the GoS.
- **Impact on promoting growth and reducing poverty:** improvements to both basic education and skill acquisition beyond the school level are central to the prospects for improved economic prosperity and social stability in the future, through increased income earning opportunities both within Samoa and elsewhere.
- **Australia's value add and leverage:** financial support for the ESP 2019-24, DFAT and MFAT engagement in strategic sector discussions, the input of technical assistance and opportunities for collaborative arrangements between the Samoa education sector and Australia and New Zealand centres of expertise all meet the criteria for this aid test.

[24] MFAT *New Zealand Aid Programme Strategic Plan* p.13

[25] DFAT *Australian Aid: promoting prosperity, reducing poverty, enhancing stability* p.8

[26] Ibid P.19

[27] DFAT *Strategy for Australia's aid investments in education 2015–2020* p.4

- **Making performance count:** learning from the experience of the last ESP, the ESP 2019-24 has a more coherent and measurable performance framework which will better support ongoing review of progress and the development of a learning culture focused on performance and achievement of end outcomes.

7. Other sources of support

There are a range of other development partners whose activities could have implications for the investment. Investments from other countries are currently mainly on a one-off basis with little ongoing intersection with the activities of the ESP.

However, the focus of regional organisations can potentially provide assistance:

- **The Pacific Regional Education Framework (PACREF)**: the four key policy areas of the PACREF – quality and relevance, learning pathways, student outcomes and wellbeing and the teaching profession - are well aligned with the focus and intent of the ESP and hence the ESSP.
- **The Educational Quality and Assessment Programme (EQAP)**: EQAP is currently supporting the Phonics Samoa Project, a one-year initiative in which it is working with MESC to involve 10 primary schools in pilot approaches to teaching literacy in both Samoan and English languages. The project will develop lesson guides, phonics instructional materials and assessment instruments which will contribute to the overall work to strengthen literacy learning. EQAP could also provide valuable assistance as the sector seeks to implement the proposed Samoa Education Management Information System (SEMIS)
- **The Australia Pacific Training Coalition (APTC**): APTC has already been involved in the upskilling of teachers in PSET programmes and is identified by the ES as a valuable partner in the ongoing work to improve the quality and relevance of such programmes. It participates in ES governance structures.

8. Cross-cutting themes

Australia's aid policy states that it is "strongly committed to being at the forefront of efforts to empower women and girls and promote gender equality". New Zealand policy statements commit to integrating, amongst other cross cutting themes, gender equality and women's empowerment into its policies and investments. The issues in Samoa with respect to gender equality are primarily focused on the relatively poor achievement of boys in the school years but also include the need to raise the participation of women in further education and employment in the post-school years. The ESP 2019-24 recognises that tackling these issues needs to be part of the education sector's overall approach to improving learning outcomes, if progress is to be made.

Australia has committed to disability inclusive education through its Development for All policy, which aims to promote disability inclusion across a range of sectors including education. New Zealand's Pacific reset includes increased attention to disability-inclusive education. This complements Samoa's focus on inclusive education as a core ESP priority area, through which Samoa intends to resource implementation of its Inclusive Education Policy.

In the Australian Government 2017 Foreign Policy White Paper, Australia identifies development assistance priorities of responding to climate change and disaster preparedness to help save lives, minimise economic loss and enable communities to recover more quickly. Australia supports Samoa to adapt to climate change, and to plan, prepare for and respond to climate related impacts as

outlined in the Australian Aid Climate Change Action Strategy 2020- 2025 and build resilience under the Australia Pacific Climate Partnership (APCP). The New Zealand Aid Program Strategic Plan 2015 – 2019 and Aid Programme Investment Priorities 2015-2019 include the priority of strengthened resilience to improve the preparedness of Pacific partners to manage and recover from disasters; invest in targeted disaster risk reduction and climate change adaptation initiatives; and mainstream disaster risk reduction and climate change adaptation measures across the aid investment portfolio.

In planning support for the ESP, this investment design highlights the importance of making progress on the Samoa Education Sector's plans to develop and implement a sector climate and disaster risk resilience strategy.

D: Proposed outcomes and investment options

9. The proposed delivery approach

ESSP 2020-2024 continues the use of a sector budget support modality. The ES is now confidently taking a sector-wide approach and has established valuable ways of working with development partners through such a modality. The 5 key goals and associated outcomes in the ESP 2019-2024 set out in Table 2 below are focused on highly relevant outcomes and the Plan also identifies key activities that can enable the Samoan education sector to advance towards its goals.

Table 2: Samoa ESP 2019-24 Goals and Expected Outcomes

#	Sector Goals	Expected Outcomes
1	Enhance the quality of education and training for all learners	Improved learning outcomes at all levels
2	Provide everyone with access to good quality education and training opportunities	Increased rates of participation and completion at all levels
3	Make education and training more relevant to national needs and the labour market	Increased rates of employment for graduates
4	Improve the effectiveness of sector planning, monitoring and reporting	More decision making is informed by data analysis, research, policy and reviews
5	Develop ways to manage the education sector's resources sustainably	All education sector coordination responsibilities managed efficiently

There are additional reasons behind the choice of this modality. The budget support approach is more efficient than setting up a parallel process, as it utilises the Samoa Government's budgetary procedures[28]. Importantly, choosing another modality would risk undermining the progress the ES has made in recent years in working together across the implementing agencies, would be less likely to lead to sustainable change in Samoa, and would have the potential to damage the relationship between the ES and Development Partners (DPs). Analysis of the GoS financial management systems being utilised by the ES has been undertaken and this confirms that these systems are sufficient to

[28] See the following paper for more on the features of the budget support approach – OECD DAC Network on Development Evaluation, 2012, *Evaluating Budget Support: Methodological Approach*

meet fiduciary standards required for sector budget support. This is discussed further in **Annexes F and G**.

The decision to take a sector budget support approach means that ultimately the test of whether the ESSP has been effective will be through an assessment of the extent to which it has made a contribution to achieving the goals of the ESP. The core of the theory of change in the ESSP design is the same as that in the ESP; namely, that the activities that are advanced over the term of the ESP are interventions that will produce the priority outputs, intermediate outcomes and final outcomes. For example, raising capacity across the education sector, which is a strong focus within the ESP, should produce the changes in knowledge, attitudes, behaviour and practice that will lead to targeted final outcomes.

10. Features of the ESSP 2020-24 design

Overall, this design endorses the underlying theory of change of the ESP and recognises that it contains actions that can take the sector forward, given that the policy objectives of the ESP are focused on important goals for Samoan education and Samoa more generally and it identifies key steps that need to be taken in order to achieve the stated policy objectives.

However, delivering a sector-wide plan is a complex and challenging exercise. The ESSP theory of change recognises this and is designed to assist the Education Sector through a focus on five elements that will best contribute to the success of the ESP:

1. Provision of funding through the transfer of funds which will enable the education sector to undertake more activities than would otherwise have been possible
2. Support for DP input to dialogue on major policy and governance issues, contributing to strengthening the quality of decision-making in the education sector
3. Provision of capacity building support through technical assistance (TA) aimed at both strengthening the effectiveness of key initiatives and developing the core capacity of the IAs
4. Recommendations regarding a small number of additional activities and outputs which will increase the likelihood of the ESP delivering on its objectives
5. Support for innovative partnerships to enhance knowledge sharing with other aid projects and investments, and coaching and mentoring from those with relevant expertise or experience.

Accordingly the ESSP design takes the following path:

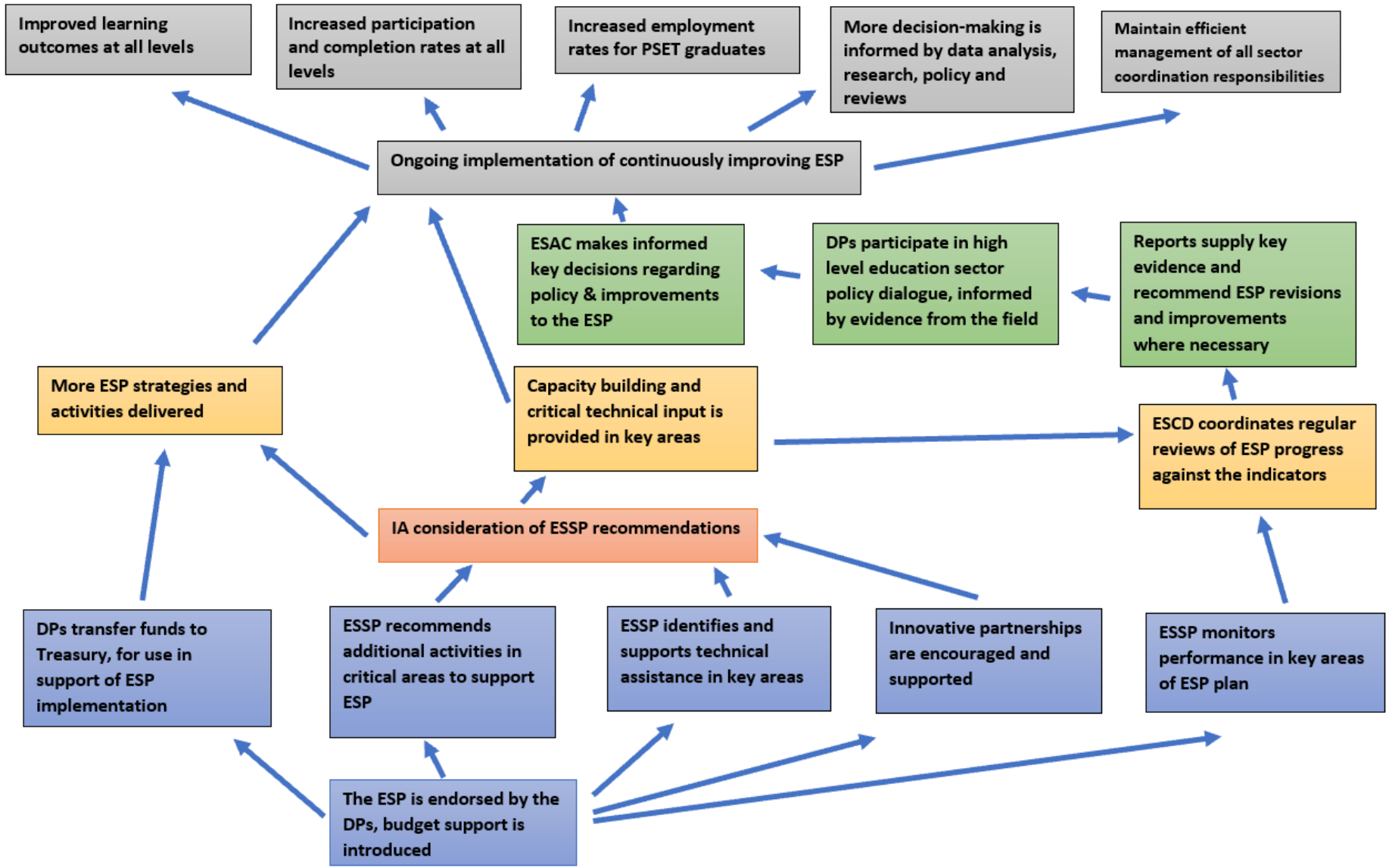
- The analysis of the ESP in this design focuses on the priority policy objectives of the ESP and identifies key areas which it is believed need to be addressed if the broad sector goals are to be achieved. As a result of this analysis, the design identifies selected indicators from the ESP MEL Framework for inclusion in the ESSP MEL Framework – these indicators are summarised in the program logic diagram below and set out in more detail in the ESSP MEL framework in **Annex D**. The identification of selected ESP indicators in the ESSP MEL Framework will provide key progress markers to inform DPs in their broader strategic engagement with the IAs and sector governance mechanisms such as ESAC. Identifying these priority areas does not impact on or limit the activities to which the ES can allocate funding.
- This focussed DP engagement with the ES will be supported by an ESSP independent review process which supports the ESP MEL reviews, verifies the results reported against each of

the ESP indicators that make up the ESSP MEL framework, and monitors the effectiveness of the budget support modality itself.

- The design does not contain any indicators relating to sector outcomes or outputs additional to those in the ESP. However, if the annual review of the ESP MEL Framework recommends any new indicators as a result of analysis of performance over the previous twelve months, ESAC can consider adding these to the ESP MEL framework. If included in the ESP they may also be included in the ESSP. Such a course of action has the potential to generate important discussion about priorities in the ESP, the direction being taken and the progress achieved. The design also proposes some ESSP-specific indicators to enable the effectiveness of the ESSP (as opposed to the ESP) to be assessed. These indicators are also included in **Annex D**.
- The design sets out areas where Technical Assistance (TA) resources can provide productive support, and draft TA Terms of Reference are included in **Annex H**. The cost of this TA is provided for in the recommended budget for the TA Facility but the ES will decide for which TA the Facility is used. TA has been proposed in areas where it is assessed that the effective implementation of the ESP will be enhanced, either because of the nature of the task is such that additional expertise will be beneficial and/or the use of TA can contribute to IA capacity development. Ideally when deciding on the use of TA, the ES should only do so when the use of that TA will make the further use of TA likely to be less necessary in the future.
- In a small number of critical areas, such as improving the teaching of literacy and numeracy, building capacity with respect to inclusive education and developing a CCDRR strategy, the design recommends activities which are additional to those in the ESP because it believes these will increase the chances of ESP success. These proposals are discussed further in Sections G and H below.
- The design proposes that DPs could facilitate a range of other possible learning opportunities from various sources to support the ES in its substantial change initiatives. These could include assistance from expert practitioners and knowledge sharing with other relevant projects and investments across the Pacific. For example, benefit might be gained from information sharing about Australian or New Zealand aid initiatives in other jurisdictions to improve participation in work based TVET programmes or build the capacity of agencies, principals and teachers to improve the teaching of literacy and numeracy. Ongoing coaching and mentoring support for IA staff involved in key change processes (including possibly from relevant education agencies in Australia and New Zealand) could offer additional professional perspectives. An existing example of such arrangements is the support offered by APTC in capacity development for the delivery of TVET programmes. The TA Facility could fund this type of support.

The Theory of Change and Program Logic diagrams on the next two pages provide a representation of the ESSP approach.

ESSP Theory of Change Diagram



The ESSP investment aims to:

- Strengthen Samoa's new approach to the development of the education sector as a coherent whole.
- Support implementation of reform policies designed to improve learning outcomes and skills development linked to realistic employment expectations.
- Strengthen government systems for sustainable achievement of improved learning outcomes and skills development for employment.
- Support achievement of Samoa's National Goals and Strategies, through a well-educated and skilled Samoan society.

Education Sector Support Plan - Program Logic

Inputs

ESSP

- transfer of funds to the National Treasury of Samoa
- DP involvement in policy dialogue on major policy and reform issues
- capacity building support through technical assistance
- recommendations regarding selected new activities and outputs

Government of Samoa

Finances, resources and various other inputs

Inputs of other external assistance programs

Outputs

- Increased efficiency in disbursement of ESSP funds.
- ESSP funding, policy dialogue and TA expertise/capacity building supports achievement of priority policy objectives through the delivery of key outputs such as:
  - ICT sector policy
  - Climate change and disaster risk resilience strategy
  - Delivery of SEMIS project
  - Effective ESSP governance in place
  - Review of *Online Distance Flexible Blended Learning* (ODFBL) effectiveness
  - Increased number of ECE centers meeting Minimum Services Standards
  - Increased number of students with disabilities at school
  - Increased number of IE-trained teachers
  - Increased TVET access at secondary level
  - Process for annual reporting of PSET graduate employment outcomes
  - Strengthened MEL
- Additional recommended outputs e.g. reviews to strengthen the teaching of literacy and numeracy.

Outcomes

ESSP-specific outcomes

- Delivery of strategies & activities that otherwise would not have been possible because of budget limitations
- Effective Development Partner contribution to regular policy dialogue
- Strengthened performance in selected areas of focus of the ESP with support of targeted technical assistance:
  - Improved literacy and numeracy results at primary level
  - Targeted outcomes identified to build on selected ESP outputs

ESP outcomes

- Improved learning outcomes at all levels
- Increased participation and completion rates at all levels
- Increased employment rates for PSET graduates
- More decision-making is informed by data analysis, research, policy and reviews
- Maintain efficient management of all sector coordination responsibilities

<u>Key Assumptions</u>

That the ESP components identified by the ESSP as priority areas for dialogue and TA support will generate strong engagement and discussion with the IAs; that action plans arising from the completion of key outputs will be agreed to and implemented

<u>External Factors</u>

Global economic developments may impact on the implementation of the ESP; natural disasters may lead to reallocation of resources; inputs of other development partners may influence IA decision-making

11. Value for Money

The proposed approach represents Value for Money (VfM) when viewed through the lens of DFAT's VfM principles[29] of economy, efficiency, effectiveness and ethics – the '4Es'.

The DP funding is provided directly to the Ministry of Finance for distribution to the implementing agencies. It is therefore the financial management and planning practices of the IAs, overseen by the Ministry of Finance, which holds the key to providing good VfM. Because it allows the ES to allocate the funding received to what it assesses to be the most important priorities, budget support modality enhances the efficiency of the investment. The ES has better information than DPs for making such decisions and is incentivised to allocate resources efficiently because it bears the opportunity cost of using those resources poorly. The recommendation in the design for TA and specific pieces of research will enhance the knowledge base and the level of decision making, as will the annual ESP review process. The proposed review processes, GoS external and internal audit and proposed strengthening of procurement processes will also help provide assurance about VfM.

A stronger performance culture is emerging in the ES. GoS performance frameworks create a focus on the achievement of outputs and outcomes at senior levels of the public sector and the now well embedded MEL quarterly and annual review processes reinforce this.

12. Partner ownership

One of the main strengths of the approach being taken is that it places ownership of the goals, priorities and activities being supported firmly with the GoS and fully utilises its systems and practices. Where the ES identifies a need, it can draw on support through use of TA. As well as supporting the delivery of outputs, the recommended TA is intended to contribute to capacity building within the IAs, thereby promoting sustainability.

13. Sustainability

The investment supports a change strategy intended to leave a legacy of improved ES capacity and education and skills in the Samoan population. Over time, given this focus, successful implementation of the ESP will help to produce better economic and social outcomes in Samoa, and in time greater resources to invest in sustaining capacity in the system.

This does not mean that there will not be an increase in recurrent costs to be financed in the future. For instance, the policy of participation in ECE by all 4 year olds and the move to a more inclusive education system will generate additional ongoing costs. More learning success in school should lead to greater participation in PSET with the need for increased expenditure in that sector. Funding will need to be allocated to sustain the ongoing viability of the proposed investment in ICT infrastructure and capacity.

A budget support modality will help to further reinforce the developing governance systems and structures in the education sector in Samoa and therefore strengthen its capacity to sustain a cycle

[29] https://dfat.gov.au/aid/who-we-work-with/value-for-money-principles/Pages/value-for-money-principles.aspx

of continuous improvement into the future. As a particular example of this, the investment will contribute to ongoing development of monitoring, evaluation and learning capacity which is a key platform for better leadership and management in the sector in the future.

14. Innovative design elements

The ESP 2019-24 which the ESSP supports is focused on strengthening the core elements of the Samoa education system so as to improve learning outcomes. Because of this, the design is primarily about ensuring that systems and processes such as teacher professional development and PSET programme accreditation result in real change in practice and therefore learner outcomes. Support for ESP activities such as the development of an education management information system and enhanced use of ICT in teaching and learning will be valuable for Samoan education and are important aspects of the design but are not particularly ground breaking when seen in a broader context.

However, the recommendations to undertake research into both current practice in teaching literacy and numeracy, including consideration of the impact of the bilingual education policy, and the underlying reasons for the disparity in outcomes between boys and girls, could generate significant insights that have broader applicability than just in Samoa. The GoS's objective to make ECE universal for four year olds is also a significant new initiative with broader interest.

In terms of the design itself, the approach to MEL breaks new ground at least in terms of the DP's relationship with Samoa. Joined up MEL processes for the ESP and ESSP will bring benefit, as will the strong focus on continuous learning during the term of the design. The proposal to include within the ESSP MEL framework a small number of indicators to evaluate the effectiveness of the ESSP per se, as distinct from the ESP, will provide insight into future approaches to evaluation in a budget support modality.

15. Links between performance and funding

The advantages and disadvantages of including performance-linked funding in this design have been carefully considered. In the Samoa context, financial incentives appear unlikely to have a significant impact on the likelihood of the ES achieving the outcomes intended for it, as noted by the final evaluation of ESSP 2015-18[30]. The Australia and New Zealand relationship with the GoS is one of trust and the accountability and performance frameworks in place in the ES are such that it is unlikely that a lack of motivation or effort will be the cause of a failure to deliver the desired results. Rather, it is much more likely to be due to capacity limitations, which are unlikely to be significantly impacted by financial incentives.

Added to this, the DPs and the ES are both keen to bring a strong strategic focus to engagement over the course of the ESP 2019-24. The inclusion of a performance-linked funding tranche in the design would work against this because, given the way the MEL framework for the ESP has been designed with a strong focus on outputs during the initial years, it would be inevitable that many of the

[30] Allen and Clarke P.19

triggers for the performance tranches would, in the first years of the investment at least, have to be based on outputs.

Finally, a performance-linked funding arrangement created funding uncertainty for the ES in the last ESSP with flow on consequences for the ability of the ES to plan. The design team has considered alternative timing of payments which might help to mitigate this effect. However, no arrangement can avoid some planning uncertainty as a result of performance-linked funding.

As a result of these considerations, the design does not include a performance-linked funding tranche and instead proposes that annual reviews of achievement against the MEL be used to inform strategic discussions in the established governance mechanisms of the Education Sector Advisory Committee (ESAC) and Education Sector Working Group (ESWG) about what is working well and what needs to change. It is argued that such openness to learning from reviews would be more likely to secure progress against agreed goals than a performance-linked funding tranche.

If, despite the promising developments already noted, the ES is not able to make significant progress in achieving its goals through the use of budget support over the second term of the ESP, then the appropriateness of continuing with this modality for any further investment should be subject to additional scrutiny.

While no performance link to funding is included in the design, process indicators relating to management of core fiduciary risk are included and are described in **Annex G**.

E: Governance arrangements

The ES in Samoa now has a well-established structure for governance and policy and operational co-ordination. The different sector bodies have as members, representatives of IAs, other government entities, sector stakeholders and the Development Partners (DPs). Further detail on the sector's governance structure can be found in **Annex B**.

After acknowledging issues in the initial years of the last ESP, the final evaluation of the ESSP concludes "The governance structure of ESSP, the Education Sector Advisory Committee (ESAC) and the Education Sector Working Group (ESWG) is effective."[31]

The DPs are well represented in the organisational structure of the ES, including full membership of the key governance bodies, the Education Sector Advisory Committee (EASC) and the Education Sector Working Group (ESWG). As part of the governance process, progress and review reporting on a quarterly and annual basis and mid-term and final evaluations are now well embedded. These bodies are therefore the prime entry points through which the DPs can engage with the ES and have influence over both the strategic and operational decisions being taken to improve education in Samoa.

Over the last three years, the development partners have funded Technical Assistance to work full time within the Education Sector Co-ordination Division (ESCD). This position appears to have made

[31] Allen and Clarke P.2

a significant contribution to the more effective working together of the education sector and continuation of this role during the term of the next ESSP is recommended.

16. Early activities and Policy Dialogue

Because the ESP 2019-24 already exists and is going through the final stages of formal approval, the direction the Samoa ES will take and the key actions that are proposed are already identified. This gives more certainty about what will happen through the early stages of the ESSP 2020-24 than is often the case with investment programmes and reduces the investment risk for the development partners.

The policy dialogue matrix in Appendix C will support representatives of the DPs to engage in the strategic decisions that are taken about the progress and direction of the ESP over its term through the forums on which they are represented. Key opportunities will include the annual review process for the ESP and the associated decisions on annual work plans and revisions to the MEL and the MTEF.

F: Monitoring, Evaluation and Learning

17. Overview

Because of the ESSP's modality the five long-term goals of the ESP are also the goals of the ESSP, and the ESSP impact is determined by the work the ES does to achieve the goals. The underlying principle is that the value of the ESSP will be determined by the extent to which it contributes to a successful ESP.

The ESP MEL Framework contains 38 indicators to monitor progress across the five goals. The ESCD is responsible for the coordination of the monitoring and reporting process, working with IA focal points through the Education Sector Working Group (ESWG) to prepare an annual ESP annual review report for the ESAC[32].

The ESSP MEL[33] approach aims to work in concert with the ESP MEL Framework, making use of the systems the ES has in place to monitor performance, and seeking out opportunities to coordinate review and evaluation activities. Features of the ESSP MEL Framework include:

- The indicators for the ESSP MEL framework have been selected from the ESP indicators, with the selection based on areas of work identified in this design as being of particular importance to the overall success of the ESP (see **Annex D** for the ESSP MEL framework built around the selected ESP indicators). Once again it is important to stress the selected indicators are not tied in any way to the use of the ESSP funds – they have been selected by the ESSP as being of value to monitor closely, and in some cases they may benefit from recommended TA.

[32] See Annex D for more on the roles of the IAs in the ESP monitoring process.

[33] To be consistent with the approach taken in the ESP, the ESSP is using the term 'Monitoring, Evaluation and Learning' (MEL), rather than simply 'Monitoring and Evaluation' (M&E) – this supports the emphasis on ongoing learning and improvement.

- No additional indicators have been created by the ESSP to monitor/evaluate the performance of the ESP.
- The ESSP will use the data produced by the ES annual review process to monitor the progress of the selected indicators, with an independent MEL consultant both supporting the overall review work of the ES and verifying performance against the ESP indicators included in the ESSP MEL framework.
- The ESSP has a small number of additional indicators that are ESSP-specific – their purpose is to monitor and evaluate the performance of the ESSP itself, not the ESP.

It will be important to be able to make an informed judgement as to the extent to which the ESSP inputs have contributed to any changes/improvements that are achieved in the ESP. Demonstrating this causal/contributory link can be challenging[34], and it is a particular challenge for the ESSP in relation to the budget support modality. This modality does not tag any specific ESP strategies or activities to the ESSP funding – it is for the IAs to decide on how the funds can best be spent. Therefore, making claims about the effectiveness of the ESSP because ESP outcomes have or have not been achieved is not necessarily reasonable.

To clearly make the distinction between (i) the ESSP indicators selected from the ESP, and (ii) the additional ESSP-specific indicators, the ESSP MEL framework (**Annex D**) is presented in two parts:

Part One presents the indicators selected from the ESP MEL framework. The ESP MEL framework presents a range of evaluation questions that will shape the monitoring and evaluation process. The overarching key questions include:

- What is the progress towards achievement of the expected ESP outcomes?
- What changes have occurred as a result of the ESP interventions?
- Have the achievements addressed the identified needs?
- To what extent have the activities and outputs been delivered on time and in a cost-effective manner?

In addition, the ESSP MEL framework (Part One) contains a range of targeted evaluation questions pitched at the indicator level.

While there were difficulties during the last ESP in measuring some of the indicators, there shouldn't be the same issues during the term of the new ESP as care has been taken in its development to adopt indicators that are measurable with current data systems. The development of a new education management information system will expand the range of possible indicators in the future but this is unlikely to be before the latter part of the term of the ESP 2019-24.

Part Two of the ESSP MEL framework presents the ESSP-specific indicators. The focus of these indicators is the ESSP modality itself and the nature of the engagement it enables between the ES and the DPs. Key evaluation questions for part 2 include:

- To what extent and in what ways has the ESSP made a contribution to the achievement of the ESP outcomes?

[34] For more on causal attribution see Rogers, (2014)

- If the ESSP investment had not been provided, would the outcomes of the ESP have been any different?

Determining answers to these questions will predominantly involve an analysis of contribution rather than causation, given the relationship between the ESSP and the ESP. Information from reviews about the contribution of the ESSP could help inform strategic discussions between DPs and the ES both during the term and at the conclusion of the ESSP.

18. Integrated Monitoring, Evaluation and Learning between ESP and ESSP

The ESAC requires systematic reporting on the progress of the ESP to ensure it has a clear picture of the elements of the ESP that are progressing well and those elements that require revision. The DPs have the same needs regarding the progress of the ESSP. Both the ESP and ESSP have the following monitoring and evaluation inputs scheduled to take place at regular points over the span of their programs:

- Annual reviews
- Mid-term review
- End-of-program review

There are several reasons to coordinate and combine the review processes, rather than running them independently. These reasons include:

- The core indicators of the ESSP are taken directly from the ESP, so the data required is identical
- Having a single review process will mean that IAs only need to provide information once, rather than dealing with two separate processes
- The coordinated process creates an opportunity to integrate IA capacity building with the review process
- Less resources (both internal to the IAs and external) will be required overall through economies of scale.

Although performance-linked funding has not been retained in the ESSP 2020-24, there remains value in independently verifying the results reported against each of the ESP indicators that make up the ESSP MEL framework. This presents a significant opportunity for an external reviewer to work alongside key MEL staff in the IAs in an on-the-job capacity building role, combining the review of the indicators selected for the ESSP (including the ESSP specific indicators) with the broader work being done on the annual ESP review. For these reasons the annual Independent Verification Process (IVP) as it operated during the previous ESSP has been adapted to take a more collaborative approach focussed on analysis and learning as well as verification. The draft ToR for the MEL specialist TA role can be found in **Annex G**.

Specific Terms of Reference for the ESP/ESSP mid-term review and the ESP/ESSP end-of-term review can be found attached to **Annex D**. The format and content of the ESP and ESSP reports will need to be specific to their respective needs, however overall there are great efficiencies to be found in consolidating these activities.

In simple terms, a combined ESP/ESSP review/evaluation will include:

- An assessment of progress and performance against all ESP indicators (a number of which are incorporated in the ESSP MEL framework)
- An assessment of progress and performance against the additional ESSP-specific indicators, performed by the external reviewers engaged for the annual, mid-term and end-of-term reviews
- A review of the overall results with accompanying recommendations regarding adjustments to plans and revision of activity where necessary.

Descriptions of how this coordinated approach can be put into practice are contained in **Annex D.**

G: Discussion of ESP priorities

There are five priorities in the ESP 2019-24. Each are discussed in turn in this section.

19. Capacity Development

Capacity Development is important in all sectors both for education practitioners and IA staff. As capacity development in other sectors will be discussed further below under each priority, this section focuses on capacity development in school education.

Key Results Indicators in the ESP for school level outcomes are the ones that relate to literacy and numeracy outcomes at Year 4 and 6 and in the Samoa School Certificate (SCC) assessment:

RESULTS INDICATOR	DESCRIPTION
1	Percentage (%) of Year 4 primary school children at Government Schools meeting a minimum of Level 3 for Literacy and Numeracy
2	Percentage (%) of Year 6 primary school children at Government Schools meeting a minimum standard of Level 3 for Literacy and Numeracy
4	Percentage (%) of SSC students meeting a minimum of L2 in English and Samoan
5	Percentage (%) of SSC students meeting a minimum of L2 in Mathematics and Science

This focus on literacy and numeracy outcomes is very important as they are foundational to all other learning outcomes. The new ESP acknowledges that despite numerous capacity development initiatives implemented under ESP 2013-2018, literacy and numeracy levels at primary and secondary levels remain disappointing, as they do in secondary school maths and science. More information on the level of literacy and numeracy at school level is provided in **Annex A** and also in Appendix H of the Final Evaluation of the ESSP 2015-2018.

The following ESP activities are at the heart of addressing this issue:

ACTIVITY	DESCRIPTION
1.2.6	Deliver on-going training on the use of curriculum resources and materials
1.3.1	Increase the supply of qualified teaching staff through pre-service and in-service training
1.3.2	Enhance in-service professional development school-based support to build capacity for teaching staff at all levels

How these activities are implemented will determine whether they have the desired long-term impact on learning outcomes. For this reason, this design suggests action to strengthen the knowledge base about current teacher practice in schools and what makes for effective professional development in the Samoan context in order to increase the impact of capacity development activities with respect to the teaching of literacy and numeracy.

Two specific inter-related initiatives are recommended without which it is difficult to be confident the ESP 2019-2024 will achieve the progress in literacy and numeracy outcomes to which it aspires.

Initiative 1: Review of current policy and practice in the teaching of literacy and numeracy in Samoa's primary schools.

This review would examine the major factors affecting the teaching of literacy and numeracy in primary classrooms. These would include the outcomes-based curriculum model itself and the way it is supported through teaching/learning materials and professional development. Also, to be explored are teachers' and principals' knowledge and skills, as well as their attitudes and beliefs. A critical focus would be on how effectively the bilingual transition policy is working, exploring the language-related challenges to effective teaching (teachers' own language proficiency, language in curriculum and learning materials etc.). These review tasks are elaborated in the indicative terms of reference in **Annex H**.

Teachers' capacity to implement the outcomes-based curriculum has been identified as a serious problem in a range of reviews and evaluations in recent years, including in the ESP Mid Term Review in 2017 and the Final Evaluation of ESP (see **Annex A** for relevant extracts). These reviews and evaluations made several recommendations regarding strengthening professional development to better support teachers in delivering the curriculum.

This proposed review is consistent with the following key recommendation from the 2018 PILNA Report on Samoa:

MESC is advised to collaborate with education stakeholders to explore how curriculum content and sequencing and approaches to numeracy instruction in schools might be affecting students' under performance in numeracy, compared to the region.[35]

Initiative 2: Review of the relevance and effectiveness of in-service professional development for primary school teachers and principals. Concerns about limited capacity to provide adequate professional development for teachers and principals have been highlighted in recent reviews and evaluations.[36] For instance, the ESP final evaluation made three recommendations in this regard.

While the ESP 2019-2024 does not address these three recommendations specifically, as already noted it does contain two activities under Goal 1 relating to professional development for teachers and principals.

To support the effectiveness of these two important activity areas in the ESP, and to inform how they are approached during the life of the new ESP, the ESSP suggests **a review of the relevance and effectiveness of in-service professional development for primary school teachers and principals.**

[35] PILNA Report p.2

[36] The ESP Mid Term Review 2017 in Section 3.2.1; the ESP Final Evaluation 2018 in Section 4.2; and the ESSP Final Evaluation 2018 in Section 2.5.1

The purpose of this review would be to take stock of the way in-service professional development for teachers and principals in primary schools is currently provided and examine ways that might strengthen its relevancy and effectiveness.

The review should include the tasks set out in **Annex H**. It would examine all the factors affecting the relevance and effectiveness of professional development. These will include not only the knowledge and skill levels of both providers and recipients of professional development but also the effect of their attitudes and beliefs, and their incentives and motivation. It would also include assessing the in-house capacity of the relevant MESC divisions to meet the professional development needs in schools.

These initiatives are considered to be critical to the achievement of the ESP Goal 1 long-term outcomes of improved literacy and numeracy levels in primary schools. Therefore, it is strongly recommended that the two reviews proposed here be completed as a matter of priority in the first year of the ESSP (the second year of the ESP) so as to impact ESP activities over the rest of the plan. As the ES's process is that all research is managed through the Sector Research Committee, the two proposed reviews could be incorporated into the Samoa Education Sector Research Strategy and Action Plan 2017-2020 as new priority target research areas.

Ideally the initiatives would be undertaken by teams of short-term technical assistance comprising both international and local expertise. It would be important for the teams to be independent and not be led by staff from the two involved implementing agencies (MESC and NUS). However, to ensure sector ownership and to support the further develop of in-house research and evaluation capacity, the team should include PPRD research staff.

Both reviews should produce an Action Plan setting out a logical progression of activities required to achieve specified outputs over the term of the ESP. The Action Plans would need to be co-ordinated together and would set out milestones to be reached over time and progress in reaching these would be monitored by MESC.

The action plans flowing from the reviews would be likely to suggest further deployment of technical expertise to both address identified gaps in IA capacity and potentially work with principals and teachers to bring about recommended changes in practice. This expertise could be obtained through procurement of technical assistance but also through partnership and coaching arrangements facilitated by the DPs. Insights from the current bilingual pilot being supported by EQAP could also inform this work.

The action plans could also identify a limited set of medium-term outcomes, some of which could be measured by Year 5 of the ESP. These could include, for example, small but sustained and significant changes in teachers' knowledge, skills and teaching practice and be measured through a small qualitative research study (classroom observation and interviews) in a sample of schools. Such medium-term outcomes could be included in the MEL framework of the ESP and ESSP if the ES agreed to do this in the annual review of the MEL.

20. Inclusive Education

Inclusive education (IE) requires a process of systemic reform, including changes and modifications in content, teaching methods, approaches, structures and strategies to overcome barriers to provide

all students of the relevant age range with an equitable and participatory learning experience and environment that best corresponds to their requirements and preferences.[37]

MESC's IE Policy focusses on students with disabilities.[38] According to the policy, IE involves a shift to inclusion of students with disability in mainstream schools. However, special schools remain important education options for students with extensive or complex learning needs, and as resource centres for mainstream or regular schools.[39]

Samoa's Education Act is clear on the importance of ensuring access for learners with disability at all levels of education and this is reflected in key policy documents and prioritisation in the ESP 2019-24.

Implementation of the MESC's IE Policy is led by its IE Unit, which sits underneath the Curriculum Division and is staffed by two personnel. Implementation is monitored by the IE Working Group, which reports to the IE Reference Group. This is comprised of representatives of special schools, service providers, Disabled People's Organisations and other government representatives[40] All work together to implement the IE Policy, including through the operationalisation of referral networks that support improved access to education for learners with disabilities. All were consulted in the preparation of this design. The Reference Group and its Working Group have been found to be effective in raising and progressing the IE agenda.[41] However within MESC, IE still has limited visibility and the system is at the early stages of ensuring that the learning experience of every learner with a disability is in line with the high level policy aspirations.

In this context, the ESP 2019-24 identifies Inclusive Education as one of the five priorities for the Education Sector and "intends to consolidate existing programmes and establish new activities to help students with disability"[42].

The following results indicators in the ESP are important to monitor to give the best indication of progress in creating a more inclusive sector.

RESULTS INDICATOR	DESCRIPTION
18	Number of students with a disability enrolled at all levels
19	Number of primary & secondary teachers (including principals) receiving training on the IE practices
20	Number of disability students with a current Individual Education Plan (IEP)

The following activities in the ESP 2019-24 are seen as being of high priority in terms of achieving the desired outcomes above.

[37] United Nations, 2016, *General Comment no.4, Committee on the Rights of Persons with Disabilities* p.4
[38] Government of Samoa, 2014, *Inclusive Education Policy for Students Living with Disability* p.5
[39] ibid p.40
[40] Members of the IE Working Group include: SENESE, Loto Taumafai. NOLA, Aoga Fiamalamalama, MESC, SQA, NUS, APTC, Ministry of Women, Community and Social Development and others.
[41] Allen & Clarke p.39

ACTIVITY	DESCRIPTION
2.1.1	Build the capacity of teachers and teacher aides to meet IE standards in all schools
2.1.3	Develop and implement systems and processes to transition children with disability from ECE to PSET
2.1.4	Monitor progress and update the IE implementation Plan (2016-20)

Further, IE requirements and approaches should be incorporated across mainstream efforts, notably the development of a capacity development plan for IA staff (activity 5.1.1) , the development of national screening programmes to identify and support children with disability (ESP activity 2.1.2) and the development of SEMIS (ESP activity 4.3.1). The incorporation of disability disaggregation capacity within SEMIS will enable monitoring of how the education sector is supporting the learning of students with a disability, and disaggregation of critical indicators according to disability, for example indicator 12 (% of students commencing year 9 and completing years 12 and 13).

Draft terms of reference are included in **Annex H** for technical assistance to support some of the highly technical aspects of the required work, including:

- Advisory support for implementation, review and redevelopment of the Inclusive Education Policy.
- Integration of a disability identification and disaggregation process and tool within SEMIS.

Samoa's IE service providers (Loto Taumafai, Aoga Fiamalamalama, Samoa Blind Persons Association and SENESE) provide critical support for the participation of students with disability in mainstream schools, and for those who need them, special schools. In the last ESSP, funding for Samoa's inclusive education providers was provided through a ring-fenced fund included within the fixed tranche of general budget support.

The final evaluation of the ESSP 2015-18 found that ring-fenced support for IE helped to ensure progress in this area[43] but noted a number of disadvantages as well as advantages.

Key informants from across MESC and the Ministry of Finance report that the management and disbursement of ring-fenced funds to IE service providers was time consuming and overly burdensome, especially for the IE Unit which found itself overseeing a procurement process with which it had no familiarity. IE service providers report that funding disbursement was extremely slow, and had a negative effect on the achievement of their objectives, as implementation of work plans paused whilst awaiting funds, and their staff, who did not receive a salary for intermittent periods.

SENESE and Loto Taumafai report that a preferred modality would be through direct funding arrangements with DFAT, as this might circumvent current challenges in delayed receipt of funds received through the GoS. However, the incorporation of funding for IE within the wider MESC work programme has been found to increase the perceived legitimacy of service providers, with Principals increasingly open to SENESE Teacher Aides supporting students with disabilities in mainstream classrooms, now that SENESE is viewed as a government-supported provider.[44] Removal of ring fencing of IE funding would also maximise ownership of IE by the education sector and supports sustainability. Importantly, it supports IE service providers to align their efforts more coherently with

[43] Allen & Clarke P 4
[44] Allen & Clarke P. 34

Samoa's IE Policy – a critical requirement according to the Convention on the Rights of Persons with Disabilities.[45]

After balancing a range of considerations, this design proposes the discontinuation of ring-fenced funding for IE providers within budget support. While this change aims to further strengthen the overall ownership of IE within the sector with longer term benefits, it is recognised that the transition will require significant change and the development of strong processes to avoid risks.

To support a smooth transition to the new funding arrangements, MESC and IE service providers should work together to:

- redevelop existing Memorandum of Understandings (MoUs) between MESC and service providers setting out the commitments of both over the next few years
- agree an annual funding contract
- together develop processes which support disbursement of grants to inclusive education service providers, including the development of proposal and reporting tools, and training and coaching in the use of these.

To assist with this work program, the early engagement of the proposed IE TA resource between January and June 2020 is recommended. This early engagement could be funded from the existing TA Facility.

The completion of the preparatory work outlined, along with adjustment of the relevant IE output in the MTEF to incorporate funding to IE service providers, will be included as requirements in the Joint Funding Arrangement (JFA). ESAC and DPs should receive an assessment of the readiness of these systems from the proposed IE TA by May 2020. Should the work outlined above not be completed by then, ESAC and DPs should reach agreement on whether the removal of ring-fencing of IE provider funding should be deferred to a later date to allow the necessary work to be completed.

It is recognised that in the short-term, some of the budget support to IE providers will cover the salary costs of providers as is currently the case through ring-fenced funding. However, it is recommended that over the course of the ESSP, MESC and service providers (with the assistance of the TA adviser if desired) work together on a longer-term plan for funding of service provider positions by the Government of Samoa. As part of this it is recommended that the salaries of principals, teachers and other staff working for inclusive education providers relative to principals and teachers in other schools is reviewed with a view to bringing these into alignment

Funding to IE service providers will use the GoS disbursement process, as do other ESSP expenditure disbursements (i.e. MESC through to MoF for payment), managed by MESC's corporate division following MoF procurement guidelines and processes. Staff at MESC's Corporate Division working with the IE Unit will monitor and evaluate IE procurement and service provider performance. Engagement of a PFM Technical Expert is also currently being considered prior to the commencement of the ESSP. This role could support MESC's Corporate Division in the implementation, monitoring and evaluation of procurement including the preparation and implementation of guidelines, processes, procedures and templates.

To further aid the elevation of inclusive education progress reporting to decision-making levels, it is recommended that an existing staff ESCD staff member be assigned as the IE "focal person".

[45] Communication with NOLA, Samoa's Disabled People's Organisation

21. Early Childhood Education

The evidence for the benefits of quality Early Childhood Education (ECE) for future learning and life outcomes is widely accepted. This is the reasoning behind the Samoan Government's approach to ECE which includes making it now compulsory for all four year olds to enrol, including those with disability for whom ECE is a critical gateway to school. Currently only around 30% of four year olds participate in ECE.

Progress in development of the ECE sector has already been made but there is still very significant development that needs to occur to ensure that all four year olds participate in high quality ECE. As a result, ECE's contribution to the goals of the Education Sector is likely to be realised over the longer term. A balance will need to be struck between resources allocated to increasing the number of centres and ensuring that those centres are of sufficient quality to provide a good foundation for children's future learning.

For this reason, the following indicator is identified as the key one for assessing progress in ECE:

RESULTS INDICATOR	DESCRIPTION
17	Number of ECE centres meeting Minimum Service Standards (MSS)

A number of activities are identified in the ESP 2019-24 as well as the MESC Corporate Plan that will be important for the realisation of progress against this results indicator. These activities concern both building high quality provision and gradually expanding that provision to reach every community in Samoa.

ACTIVITY	DESCRIPTION
1.2.4	Implement the ECE Curriculum Guidelines and the Teachers' Manual
2.4.2	Promote and regulate ECE minimum service standards

Other relevant activities for which funding is allocated in the MTEF include community awareness programmes to promote ECE, work with villages to establish new ECE provision and work with the Public Services Commission (PSC) on a qualifications based-salary package for ECE teachers and a programme to upgrade the qualifications of ECE teachers.

22. Technical and Vocational Education and Training

According to the ESP 2019-24, Technical and Vocational Education and Training (TVET) is "a critical tool for improving productivity and reducing Samoa's high unemployment, particularly of youth and school leavers."[46] In the Business Confidence Survey Report 2018/19, employers identified that a shortage of skilled employees was the third most significant constraint on growth.[47] This is at the same time as significant numbers of young people are unemployed.

Over the course of the last ESP, activities have increased the number of accredited PSET programmes, improved the skills of those delivering the programmes and supported participation for disadvantaged learners. The final evaluation of the last ESSP comments that "there have also

[46] ESP 2019-24 p.40

[47] Samoa Chamber of Commerce and Industry *Business Confidence Survey Report 2018/19* p.13

been successes in developing quality assured qualifications, but there is much more to be done to link skill development to employment outcomes."[48]

The policy objectives for TVET under the ESP 2019-24 remain to promote the quality and relevance of TVET programmes, to improve participation particularly for those who have become disengaged from further education and employment and to create improved pathways between schools and PSET.

The ESP results indicators highlighted as of particular importance in relation to these policy objectives are as follows.

RESULTS INDICATOR	DESCRIPTION
13	Gross enrolment in formal PSET (ratio and numbers)
22	Process for PSET providers to report on graduate employment outcomes each year established and implemented
23	Percentage of employers of PSET graduates satisfied with the application of graduates' knowledge and skills in the workplace
26	Percentage (%) of Government Secondary schools providing at le ast 3 repackaged TVET programs

The ESP 2019-24 proposes to continue with the range of activities that are aligned to the TVET National Strategy and Policy Framework, which is expected to be approved at the end of this year. Key activities for securing the policy objectives of the sector are:

ACTIVITY	DESCRIPTION
2.3.4	Develop and implement bridging programmes to support student transition to PSET
3.1.1	Increase the number of accredited PSET programmes and recognised non-formal leaning activities available
3.1.3	Strengthen existing and build new partnerships with stakeholders to ensure training is relevant to industry needs
3.1.4	Apply research findings (tracer studies, employer surveys, labour market analysis) to continuously improve the delivery and relevance of programmes
3.3.2	Develop the pathway from secondary schools to PSET

The activities rightly recognise the importance of both accreditation of PSET programmes and also increased availability of bridging programmes and non-formal learning activities which seek to upskill those who are either unemployed or do not have the necessary foundational learning to participate in higher level programmes. The Australia Pacific Training Coalition (APTC) has already been playing a significant role in the upskilling of teachers and there is scope for it to play an increasing role over the course of the ESSP.

Better information appears critical to ensuring that the PSET sector grows in responsiveness. It will be important that the proposed research captures a broad range of graduate experience and the views of both employers who do and do not employ graduates.

[48] Allen and Clarke p.12

A focus on TVET for secondary schools with the intention of "expanding the options available to students" as a response to "the rising number of school dropouts, especially young men" [49] will also be beneficial to students with disability, who are less likely than those without disability to continue from primary to secondary school.

23. Information Communication and Technology

Information, Communication and Technology (ICT) is essential for the workforce, the economy, and in turn the development of the country. The Education Sector's ICT initiatives fall in to three main areas:

23.1 Teacher ICT upskilling, specifically ICT literacy and use of ICT as a tool for educational delivery

The ESP aims to increase teaching effectiveness and awareness and literacy amongst educators, with an associated improvement in their ability to pass those skills on to students. Capacity building programmes for teaching staff on the use of ICT in learning environments is planned. In order to minimise costs, it is recommended that ICT capacity building be embedded as part of the broader capacity building programme.

23.2 Establishment and maintenance of ICT-backed teaching, reference and learning platform

A number of local initiatives and Development Partner funded connectivity projects (for example SchoolNet, PrimaryNet and SNBH) have provided good connectivity for almost all primary and secondary schools. However, without readily available, well maintained learning/teaching platforms and upskilling of teachers in their use, ICT is not useful as a tool for teaching, reference and learning.

As such school connectivity is only lightly used, and in danger of falling into disuse and/or disrepair due to lack of focus on the areas it was intended to enable, and insufficient maintenance budget allocation for maintenance. An important element of good quality education is the provision of on-demand resources for educators and students, which are not currently available. The ES must not lose focus on maintaining ICT and communication throughout the Education Sector as part of their usual business

The policy objectives in this area are availability and use of ICT-based educational tools and content for educators and students in order to enhance the quality of, access to, and relevance of education programmes. The following activities are particularly relevant to making progress in this area:

ACTIVITY	DESCRIPTION
2.2.1	Establish and maintain online distance learning platforms across the sector
2.2.2	Improve infrastructure to support teaching and learning in a digital environment
2.2.3	Deliver capacity building programmes for teaching staff on the use of ICT in learning environments
2.2.4	Establish access to e- library resources to assist teaching and learning

[49] ESP 2019-24 p.41

While each of these activities is important, the new ESP 2019-24 does not address a key point in the ESP 2013-2018 Mid-Term Review Report, which raises concern and reports that:

At present there is no definition of 'sustainability' vis-à-vis ESP and no relevant indicators against which to measure progress in this area.[50]

This is of particular concern regarding the provision of on-line resources, which are expensive to maintain (particularly when technology moves on and requires significant capital investment to replace as will shortly be the case for the school networks). There is also an internationally observed tendency for development and maintenance of a system to stop when DP funding ceases, resulting in a legacy of outdated systems which become less relevant and reliable, until they fall into disuse.

It is recommended that the ES plan for the financial and human capacity to continue to properly support each initiative in the long-term. This is in addition to the maintenance of fully functional ICT facilities in schools and other ES locations where the initiatives will be deployed

23.3 Creation and implementation of the Samoa Education Management Information System (SEMIS)

The largest proposed ICT investment is for SEMIS, reflecting strong commitment to the creation of a **unified, cohesive** platform to provide accurate management information. It is critical to the success of SEMIS that it be incorporated and required at all levels of the business process, to ensure adoption and assist in maintaining the goal of long-term sustainability.

Accurate data are fundamental to organisational learning within the ES. The following Result Indicator is relevant for this project.

Result Indicator	Description
30	SEMIS project delivered

This target is largely self-explanatory, but the detail of the ESP states that delivery of SEMIS by 2024 will be for a pilot only. The large budget allocation for SEMIS, and change of focus to contextualising the FEMIS/VEMIS system instead of making a home-grown system from scratch, both signal intent to take SEMIS far beyond a pilot during the life of the new ESP.

The ESP recognises that the largest hurdle to adoption of SEMIS may be professional development for all staff and effecting change in organisational culture. This is reflected in the SAT2.37M budgeted in the MTEF for "Capacity building for SEMIS across the Sector".

A product of building capacity to support SEMIS will be increased computer literacy of all educators and administrators, and increased frequency and depth of contact with ICT systems. The expected outcome of this is overall competence and confidence, with an associated increase in ability to take advantage of technology for everyday tasks or teach its use. Work on SEMIS is reflected in the following ESP activities:

ACTIVITY	DESCRIPTION
4.3.1	Design and deliver the Samoa Education Management Information System (SEMIS) project
4.3.2	Build sector capacity to support the implementation of SEMIS

[50] Adam Smith International, 2017, *Mid Term Review of the ESP Samoa Education Sector Plan 2013-2018* p.36

Despite the apparent intention of the ES to draw heavily off the development of a similar system in Fiji, careful oversight of these activities will be required. The SEMIS project is still in the early stages of development and at present there is no policy, scope, or Project Design Document. While all IAs agree that a sector-wide information management system is an immediate requirement, there is much consultation still to do with/between IAs regarding detailed design and implementation. The recommendations in this design for short and long-term TAs to assist with all stages of this project reflect the need for good design and the importance of drawing upon external experience to minimise the amount of bespoke design required for the SEMIS system.

A number of short and long-term TA positions are expected to be required by the IAs in order to implement the planned ICT activities and are provided for in this ESSP. The procurement of an experienced, long-term embedded SEMIS Advisor/Facilitator is recommended as this will be essential for success, in addition to short-term inputs in the areas of:

- Project policy /scope / design /sustainability / costing / planning / timing
- Introduction of changes in organisational culture necessary to engender the use of ICT, and a data-driven approach to decision making.

The SEMIS design team should be encouraged to perform additional investigations into similar projects undertaken in other Pacific systems and any previous work undertaken in Samoa, in order to establish the best approach and learn from others' mistakes as far as possible.

Comments made in the previous section regarding sustainability also apply here. Consideration of the SEMIS as a system sustainable by GoS in absence of DP funding should underpin the project design.

H. Cross-cutting issues: Gender and Climate Change and Disaster Risk Resilience

As disability and inclusive education issues has already been discussed in the previous section, this section provides analysis on the cross-cutting issues of gender and CCDRR.

24. Gender

Despite the commitments the Government of Samoa has made to gender equality and its recognition that this is intrinsic to achieving goals for sustainable social and economic development, significant inequalities in educational outcomes exist as has already been highlighted (and as shown by the statistics in **Annex A**). Males are performing worse than females at all level of schooling, both in terms of participation and achievement, except for some indicators of numeracy in secondary school where results are equally as bad for males and females. This disparity in achievement has flow on consequences for patterns of participation in PSET with more females going to higher education and more boys participating in TVET programmes.

In adulthood, however, gender disparity in terms of patterns of participation in further learning, work and leadership reverses, suggesting the continued influence of cultural norms and attitudes.

In this context, the policy objectives for the ES with respect to gender equality are to:

- Maintain and improve the educational achievement of females

- Tackle the causes of disparity in participation and achievement for males
- Provide education and training for both males and females from a young age, to teach the value of full participation of women in leadership roles as suggested by the National Policy for Gender Equality 2016 – 2020.

The measures of progress with respect to the first two policy objectives are the outcome measures with respect to participation in ECE, participation, retention and achievement in literacy and numeracy in school, and participation and graduation ratios for PSET, all of which are disaggregated by gender.

The 2015 Education for All (EFA) National Review indicates that there are insufficient disaggregated data on the situation of children who do not enrol or who drop out of primary and secondary school to enable a comprehensive analysis of causes for this gender disparity.[51] There are a range of possible contributory factors that are discussed in **Annex A**.

In this context, the following ESP Activity is a high priority:

ACTIVITY	DESCRIPTION
2.3.2	Identify and address gender disparity in achievement and participation

A key part of doing this is research into the reasons underpinning the disparity in participation and achievement of boys and girls at all levels of school. Investigation of the reasons why girls are outperforming boys in literacy and numeracy is one of the recommendations from the 2018 Samoa PILNA Report[52] and is a target priority in the Sector Research Strategy which has not been implemented yet. Additional actions that this activity could incorporate are:

- A gender analysis of education curricula.
- Development of educational materials including curricula so that these utilise gender-sensitive and gender-inclusive language, promote healthy relationships between boys and girls, provide leadership opportunities for boys and girls, and convey sexual and reproductive health messages.
- Strengthening of teacher skills, confidence and capacity to teach all students regardless of gender or other demographic factors.

It is recommended that the ES consider advancing these activities and this design provides for dedicated Technical Assistance to support this work. Given the sensitivity of gender-based discussions and programming in Samoa, it is critical to obtain culturally appropriate, contextually grounded technical assistance. Terms of reference for this TA is included in **Annex H**.

The use of the PSET Support Fund to assist those from disadvantaged backgrounds to participate in PSET programmes and incentivise the participation of females in non-traditional trades is also endorsed as is support for bridging programmes and pathways into PSET as part of the TVET strategy.

25. Climate Change and Disaster Risk Resilience

Samoa is highly vulnerable to hazards such as cyclone, flood, drought, tsunami, earthquake, and volcanic eruption which often lead to disasters. Climate change is intensifying extreme weather and

[51] Education for All, 2015, *National Review – Samoa* p.30
[52] PILNA Report p.2

driving sea level and temperature rise, ocean acidification and reef loss and is exasperating weather related disasters. This can result in severe impacts for Samoan communities. For example in 2012, Tropical Cyclone Evan displaced 7,500 people, killed 14 residents and caused $204 million in damages and loss (Post-Disaster Needs Assessment, 2012). With 70% of the population living in low-lying coastal areas, Samoans are significantly vulnerable to cyclone, flood, coastal erosion, inundation and tsunami. These disasters, which are worsened with climate change, undermine efforts to improve access to and participation in quality education. For example, the 2009 tsunami destroyed four primary schools and one secondary school, affecting almost 1,100 students (UNICEF 2009).

The ES has a key role to play in building CCDRR through improved knowledge, capacity and skills; mainstreaming into policy and Corporate Plans and sector activities such as curriculum and teacher training; as well as improved disaster risk management (mitigation, preparedness, response, recovery) of infrastructure and sector constituents.

Development of such skills can help Samoa be more resilient to disasters and climate change and respond to related employment demands to address them.

The ESP MEL framework includes the following Result Indicator:

RESULT INDICATOR	DESCRIPTION
34	Sector Climate Change and Disaster Risk Resilience strategy finalised

In addition, progress against a number of other ESP Results Indicators will be enhanced by resilience to climate change and disasters.
The associated activity in the ESP 2019-24 is:

ACTIVITY	DESCRIPTION
4.2.1	Develop and implement a sector climate change and disaster risk resilience strategy to reflect IA and national plans

The development of such a strategy with an accompanying implementation plan would greatly enhance the possibility of a coherent and effective approach by the ES to this important area. Such a strategy and associated implementation plan should include (but not be limited to) capacity development of the teaching workforce and IA staff to successfully implement the CCDRR Strategy; improved integration of CCDRR into the curriculum, disaster risk management planning and improved sector coordination of infrastructure and constituents consistent with the *National Disaster Management Plan 2017-2020* (and its successor).

Provision for short-term TA resources to develop the CCDRR Strategy as well as a long-term TA resource to support implementation of the strategy has been included in **Annex H**. The Australian Pacific Climate Partnership (APCP) can provide technical advisory services for input and review of the CCDRR Strategy as well as climate change education materials support through the ACE – Accelerating Climate Education in the Pacific Program.

I: Budget and resources

Consistent with the overall approach taken to this design, the budget for the ESSP 2020-24 is based on the goals, priorities and activities of the ESP 2019-24. The Medium Term Expenditure Framework (MTEF) associated with the ESP 2019-24 indicates a funding gap for the ESP, net of funding from

other sources, of SAT $47.3m over the four financial years in which the ESSP 2020-24 will contribute support. This is an average funding gap of a little under SAT$12m per year.

Apart from Australia and New Zealand, the only other currently identified potential source of funding to meet this gap is the Global Partnership for Education (GPE). Discussions between Samoa and the GPE indicate that a total of up to USD$1.9m (approximately SAT$5m) might be available from GPE, some of which could support ESP activities. Decisions on this will not be made until mid-2020. While Samoa may meet many of the criteria for this funding, it may struggle to meet the requirement for the percentage of Government expenditure on education.

The following steps were followed to establish a recommended budget for the ESSP 2020-24.

26. Assessment of the MTEF

A high level assessment of the MTEF was undertaken. This assessment approach did not provide a detailed verification of the proposed expenditure in the MTEF but it did provide an understanding of the allocation of expenditure and a sense of how that allocation aligned with the ESP goals, outcomes and priorities. The main conclusions from this process were:

- Key policy objectives in the ESP were generally well addressed by the proposed expenditure. Seemingly lower priority expenditure generally involved lower costs
- Some allocations were identified as being possibly too low for what is envisaged while others were identified as possibly being too high
- There were areas of significant expenditure where the amount of activity undertaken could be increased or decreased depending on funding available
- It may be difficult for some activities to be implemented as quickly as assumed in the MTEF, thereby deferring expenditure from early to later years

One significant feature of the MTEF is that proposed spending on development of the SEMIS and associated capacity building makes up over 10% of the total funding gap.

Further information on the MTEF is provided in **Annex F**.

Overall it is suggested that the ESSP budget is set at a level of funding that allows for:

- the ES to find efficiencies and further refinement in the costings in the MTEF
- the fact that the ES may also identify other sources of funding such as the GPE

Accordingly, the design proposes a four year total of budget support funding of SAT$35.5m which is 75% of the current funding gap in the MTEF. Budget support of $35.5m leaves a remaining four year funding gap for the ES of approximately SAT$12m as shown in **Table 3**.

27. Provision for previously ring-fenced IE funding

The MTEF on which this assessment is based does not allow for the funding delivered to IE providers through ring-fenced funding in the last ESSP. Discontinuation of ring-fenced funding means that funding for these providers needs to be added to both the level of budget support and the MTEF. In the last two years of the ESSP 2015-18 ring-fenced funding for IE providers was set at $2.112m. It is proposed to add this to the budget support total for each of the four years of the term of the new ESSP.

28. TA Facility

The TA facility is the third component of ESSP costs. Although the ES may choose to use the facility

differently to the way it is recommended in this design, the proposals for TA in the design have been used to estimate the baseline costing for the TA facility. In addition, in each year of the ESSP an additional provision has been added to the baseline costing to allow for additional TA proposals. In the later years particularly, it is hard to estimate what additional TA support for the ES's implementation of activities may be required. The extra provision could be used both for TAs and to resource partnerships and knowledge sharing in key areas, as proposed in the design.

It should be noted that the ES can also fund TA and partnership arrangements from the budget support it receives. It is possible that, as the term of the ESSP progresses, the ES may form a view that it would prefer to have a higher amount of funding in the TA Facility at the expense of less funding in budget support, or vice versa. Whether it would be beneficial to agree a switch of funding between the two modalities should be considered at the time of the mid-term review.

29. Proposed budget

Table 3 below shows the proposed total ESSP budget incorporating all three of the elements just outlined.

Table 3: ESSP Budget 2020-24

SAT$M	2020/21	2021/22	2022/23	2023/24	TOTAL
MTEF FUNDING GAP (1)	12.371	12.685	11.430	10.799	47.284
ESSP CONTRIBUTION TO MTEF THROUGH BUDGET SUPPORT (2)	9.278	9.514	8.573	8.098	35.463
FUNDING GAP REMAINING (1) – (2)	3.093	3.171	2.858	2.699	11.821
RING-FENCED IE FUNDING[53] TO BE ADDED TO BUDGET SUPPORT (3)	2.112	2.112	2.112	2.112	8.448
COST OF TA FACILITY (4)	2.500	2.200	1.750	1.500	7.950
TOTAL ESSP BUDGET (2) + (3) + (4)	13.890	13.826	12.435	11.710	51.861

The total cost of the proposed budget is SAT$51.9m or SAT$13m/year. This is slightly less that the maximum available per annum resourcing in the last ESSP (including an agreed TA Facility of SAT$5.5m).[54] Of course, the actual amount the GoS received in the last ESSP was close to 20%[55] lower than the maximum budget allocation because of the effect of the 30% performance-linked

[53] The figure used for the previously ring-fenced fund is the amount that was agreed in the JFA for the final two years of the last ESSP.

[54] The maximum funding provided for three years in the ESSP 2015-18 was $35.9m as recorded in the JFA for the ESSP 2015-18 p.24 and SAT$5.5m for in kind support making a three year total of SAT$41.4m or an average of SAT $13.8m/year.

[55] Allen and Clarke p.18

funding tranche, which was not paid out in full in any year. So without a performance tranche the proposed budget will provide a higher actual resource contribution than was received under the last ESSP.

A fuller discussion of the budget is included in **Annex F**.

J: Procurement and Partnering

As already identified, GoS systems will be used to give effect to the investment. An assessment of these systems has been undertaken as part of the design process and is discussed in **Annex G**. Key conclusions from this assessment are:

- DFAT's assessment of Samoa's national systems in 2018 marked on-procurement as a low to moderate risk. An improvement programme is underway which should address the issues identified as being of most concern.
- Approximately 98% of GoS operating expenditure payments are paid by MOF by way of electronic fund transfer (EFT) payments, after the necessary expenditure paper work is submitted by line ministries. This serves as a good audit trail for MESC and ESSP expenditure and reduces the risk of fraud and misappropriation.
- Risk-based audits are being piloted across-government, including MESC, SQA and NUS, together with TA support from the Pacific Financial Technical Assistance Centre (PFTAC - IMF based in Fiji). This is reassuring. Results of the MESC, EQA and NUS findings (called management letters) should be shared with DFAT/MFAT together with a report on audit recommendation follow-up action taken.
- Overall the fiduciary risk associated with Public Financial Management Components is assessed as low.

Process indicators for financial payments have been the DP's chosen method for mitigating fiduciary risk. There were twelve such indicators in the Joint Funding Arrangement (JFA) for the last ESSP. Generally, the process indicators were found to be repetitive and to have been identified as a precondition that had already been cleared by DFAT/MFAT GoS PFM assessment as low risk and therefore not relevant. Fewer process indicators are proposed for this design, focusing on what is regarded as the most important, using indicators which are readily measurable. The proposed process indicators are included in **Annex G**.

K: Risk Management and Safeguards

There are a range of risks that could impact on the effective implementation and impact of both the ESP and the ESSP. These are briefly summarised below and described more fully in the DFAT Risk and Safeguard Screening Tool (link provided in **Annex E**). Risks are categorised under the following headings.

Operating environment: risks of climate and geological disasters and a significant deterioration in the economic situation in Samoa are two developments that could impact on the programme. Both are beyond the control of the ES but effective planning for extreme events and climate change, through the work already signalled with respect to disaster risk resilience, and the practice of governance reviewing progress and priorities on a regular basis will make the sector more able to respond to any unforeseen events.

The challenge of recruiting and retaining IA staff generally and the dependency on personnel in key positions that this creates are both significant risks to the impact of the ESSP. This risk can be mitigated by regular monitoring of the situation by the ESWG and ESAC and by the use of TA provided for in this design.

Partnership capacity and relationships: the ES is seeking to implement a comprehensive change programme. This will put considerable pressure on the IAs to implement it. Careful planning and co-ordination of work programmes will help to mitigate the risk of this significantly impacting the effectiveness of the ESP and hence the ESSP. Partnership relationships are currently good but this does not eliminate the risk of a deterioration in relationships. Regular engagement by DPs with IA staff, both in formal meetings and outside of these meetings, will help to avoid these risks.

Fiduciary: While fiduciary risks have overall been assessed as low by past reviews, there are areas such as procurement where further improvement is needed. The GoS has plans to address these areas and monitoring of the process indicators outlined in **Annex G** should help to mitigate the impact of this.

Political: risk of political instability is low. Changes in policy direction which could lead to revisions to the ESP are unlikely but if they were to arise would need to be managed through ongoing dialogue with both the ES and the GoS.

Resource Management and Planning: Without good management of resources and planning there is a high risk of progress being less than desirable. This could lead either to underutilisation or ineffective use of resources and also impact on morale of those working in ECE centres, schools and PSET programmes. The SEMIS project carries significant risk which careful planning, technical support and change management can help to mitigate.

Environmental safeguards: There is a risk that IA's and schools may not prove resilient to climate change and disasters. To mitigate, the ESSP supports the intention in the ESP to develop a CCDRR strategy which will outline actions to mitigate this.

Gender Equality: Risk of exacerbating gender inequality through efforts to research and balance this is medium. Recommendations arising from research should consider the implementation of strategies which seek to balance access to education in a way which does no harm. Engagement of technical assistance will assist with this (see **Annex H**).

Disability: There is a risk that inclusive education service providers will not operate in line with the IE Policy, and that budget and technical support for IE will not reach the intended beneficiaries. The ESSP recommends updating the MTEF so that provision of resources to IE service providers is clear, linking IE support to an output, and designates specific technical assistance for development of processes to link IE service provider activities to the IE policy.

Child Protection: There is a medium risk that children may experience abuse and bullying in schools and/or IE service providers. Samoa is a signatory to the Convention on the Rights of Children (CRC), and the MESC has a Safe Schools Policy which aims to create schools that are free from violence, abuse and bullying. However, many in the education sector have long relied on corporal punishment as a disciplinary tool, and bullying is widely reported. Incorporation of child protection principles, including those outlined in the Safe Schools Policy, into ESSP-supported capacity development efforts in line with DFAT's child protection policy is recommended. Capacity development for teachers will aim to improve the confidence of teachers in using positive classroom and behaviour management strategies. Technical Advisers sourced through ESSP will comply with DFAT's Child Protection Policy.

Preventing Sexual Exploitation, Abuse and Harassment: There is a risk that staff and advisers may experience sexual exploitation, abuse and harassment. The budget support modality of this investment limits ESSP's scope to influence IA policies and procedures related to the prevention of sexual exploitation, abuse and harassment. However, Technical Advisers should be required to meet standards in this area.

The risk matrix for the ESP will be reviewed every year and the identification of new or emerging risks will be a focus of ESAC and ESWG meetings.

L: Annexes

Annex A: Further background information

Introduction

This annex presents a range of background information on the context for and state of the Samoa Education Sector including a brief discussion of the political and social context, recent school achievement results, problem analysis of schooling from recent reviews and evaluation regarding and an analysis of gender and disability/inclusion issues.

Political and social context

The fact that the core institutional structures for a successful education system are already in place is an important platform for moving forward, as is the commitment of both the Government and the education sector to ensuring the education system contributes fully to the sustainable development of Samoa.

There is a strong commitment to education in broader society with two key institutions in Samoan society, the church and the village, actively involved in the provision of education. Because of its concern about the mismatch in skills supply and demand, the Samoa Chamber of Commerce and Industry has been actively involved building business support for PSET learning, particularly shorter courses that focus on short-term skill needs and programmes for younger people who are either unemployed or working in the informal sector of the economy.

Overall the goals and priorities outlined in the ESP appear well supported in government and society more generally. That these were developed locally is indicative of local ownership and commitment.

However, successful change will require a willingness to examine traditional ways of doing things in education and an openness from all involved in education, regardless of status or position, to be open to feedback and learning. Cultural and societal attitudes around gender equality and people with disability will need to continue to change. The move to place principals on three year employment contracts signals a willingness to more strongly tie position with performance.

Statistics about the Samoa Education sector

The following two tables sourced from the ESP 2019-24[56] give an indication of the number of providers and the number of learners at each level of the Education Sector.

Table: A1 Education Sector Providers

Level	Type	Government	Mission	Private	Other	Total
ECE Centres		0	79	47	0	**126**
Schools	Primary	144	18	6	0	168
	Secondary	23	16	3	0	42
PSET Providers	Registered	3	17	2	4	**26**
	Total	**170**	**130**	**58**	**4**	**362**

[56] ESP 2019-24 p.27

Table A2: Enrolment data 2018

2018 Enrolment	Female	Male	Total
ECE	2,654	2,457	**5,111**
Primary	20,637	22,069	**42,706**
Secondary	8,298	7,702	**16,000**
PSET	2,698	2,079	**4,777**
Totals	34,287	34,307	**68,594**

Results for Literacy and Numeracy as recorded in Samoan schooling assessments

Tables A3 and A4 below set out the results for two key indicators of learning outcomes in Samoan and English literacy and numeracy. Table A3 shows the 2017 results from the Samoa Primary Education Certificate Assessment (SPECA) which assesses student proficiency in key areas at the end of primary schooling (Year 8)[57]. In each subject by far the most students are at beginning level.

Table A3: 2017 Year 8 SPECA (Literacy and Numeracy)

SUBJECTS	GENDER	BEGINNING <50%	ACHIEVED 50-69%	MERIT 70-84%	EXCELLENCE 85-100%
ENGLISH	Male	90.2	7	2.1	0.8
	Female	74.3	15.4	6.8	3.5
MATHS	Male	98.9	0.7	0.1	0.3
	Female	96.9	2.4	0	0
SAMOAN	Male	91.1	8	0.9	0
	Female	74.4	22.3	3.1	0.2

Table A4 shows the results for the Samoa School Certificate (SSC) for the years 2015-17[58].

Table A4: 2015-17 SSC Achievement Rate for English, Mathematics and Gagana Samoa

Achievement Rate	Gender	2015	2016	2017
Subjects	**Gender**	**%pass rate**	**%pass rate**	**%pass rate**
English	Male	32	49	39
	Female	41	71	54
Mathematics	Male	14	11	6
	Female	15	9	7
Gagana Samoan	Male	62	61	66
	Female	79	76	80

[57] Ibid p.75
[58] Ibid p.76

Results for Literacy as Assessed by the SEGRA Assessment

The following extract from the final evaluation of the ESSP 2015-18 records the results of the Samoa Early Grade Reading Assessment (SEGRA) concerning early years literacy which was conducted in Samoa from August to September 2017[59].

The overall purpose of SEGRA was to provide an initial measurement of how well students are learning to read and write in their local language in the first three years of primary schooling. Several findings resulted from the assessment. First, early reading achievement in Samoa is low. Overall, students in Samoa, even after 3 full years of schooling, are not yet able to read with fluency and accuracy. This inability is preventing them from reading with comprehension … Secondly, students show progression in word reading skills from Years 1 to 3 …. It was noted that there was significant learning progress between Year 1 and Year 2 and very little learning happening in Year 3 … Thirdly, students lack decoding skills … and, fourthly, reading comprehension levels are well below the international benchmark. … Only 6% of all students met the benchmark (80%) and above[60].

Results for Literacy and Numeracy as Assessed by the 2018 Samoa PILNA Assessment

After the completion of the ESP 2019-2 and during the finalisation of the ESSP 2020-24 results from the 2018 Pacific Islands Literacy and Numeracy Assessment (PILNA) for Samoa became available. These results show that there has been some improvement in literacy and numeracy achievement of Year 4 and 6 students but room for significant further improvement remains. Boys continue to achieve at lower levels than girls in both literacy and numeracy and the results for Samoa are lower than those for the region as a whole in numeracy and at or slightly below those for the region in literacy.

Table A5: 2018 PILNA results for Samoa - percentage of students at or above expected minimum proficiency level in literacy[61] and numeracy

	Year 4		Year 6	
	Girls	Boys	Girls	Boys
Literacy	62	39	74	50
Numeracy	78	65	85	67

Findings of recent reviews and evaluation concerning primary curriculum and implementation

Teachers' capacity to implement the outcomes-based primary curriculum was highlighted in the ESP Mid Term Review (Section 3.2.1) in 2017:

> *Stakeholders' Perspectives: Officials involved in the appraisal of teachers, and those involved in reviewing professional development, noted that in many cases the new curriculum was not being taught to an acceptable standard and that teachers were 'confused' about the new curriculum (i.e. its content and how to teach it).*

[59] The assessment was supported by the Global Partnership for Education, the World Bank, and Education Technology for Development, and was carried out in collaboration with the Pacific Community (formerly the South Pacific Commission) and MESC.
[60] Allen and Clarke p.73
[61] PILNA Report. Assessment of literacy was in Gagana Samoa

Curriculum implementation was also highlighted in the Final Evaluation of ESP 2013-18 (Section 4.2) in 2018:

> *A further reason for the decrease in standards may be that teachers were not given sufficient time to change their teaching approach with the change to the bi-lingual policy and outcomes-based curriculum….Teachers need assistance to develop new skills to deal with the changes, especially with child-centred methodologies, formative (diagnostic) assessment methods and self-assessment of teaching competences. Some teachers lack confidence about their capacity to teach using the new methodologies….and some have not adapted to the new methods*

The issue was also identified in the Extended School Hours Study in 2018. The MESC research team spent a day in each of seven case-study primary schools and observed:

> *They (the teachers) have Teachers' Guides to help them but there was little evidence of teachers having absorbed this very different way of working. Their task is made immeasurably harder by the serious lack of relevant, useable teaching and learning resources in the classrooms. Perhaps not surprisingly, most teachers have reverted to familiar chalk/talk teacher dominated lesson delivery.*

The 2017 PaBER[62] report on Samoa commented:

> *Most teachers lack the skills, knowledge and confidence to deliver a bi-lingual, student-centred, outcomes-based curriculum in numeracy and literacy*

Regarding the bi-lingual dimension to the curriculum, the ESP Mid Term Review of 2017 noted the following:

> *Samoan primary teachers are expected to use both Samoan and English as the medium of instruction and apply the bilingual policy correctly. The new primary curriculum in 2013 included a bilingual additive approach starting in Year 4. Despite sound theoretical groundings in establishing mother tongue in Year 1-3 of primary then moving to bilingual instruction in Samoan and English in Year 4, the reality is that many primary teachers capacity in English is low.*
>
> *Although the bilingual policy is sound the reality of capacity to implement it in classrooms is a different story. Many teachers feel ill prepared to model English given their own levels of competency. Teachers own levels of English mean they are unable to act as models of bilingualism. They are also unable to develop and use effective teaching and learning materials in English. The primary English curriculum and Teachers Guide is viewed as using complex terminologies and teachers lack the materials to support instruction*.

As discussed in the main document, these conclusions suggest that further analysis of how the curriculum is being implemented, particularly with respect to literacy and numeracy is a high priority.

A longer extract from the mid term review of the ESP 2013-18, undertaken by Adam Smith International in 2017 provides important analysis of primary school curriculum implementation and the factors affecting it, including the bilingual medium of instruction policy, the outcomes-based curriculum model itself, and the effectiveness of pre-service and in-service professional development.

[62] PaBER is the Pacific benchmarking for Educational Results Program. It focusses on Samoa, Papua New Guinea and the Solomon Islands.

Gender Analysis and Disability Inclusion Analysis

Gender

The Government of Samoa recognizes that gender equality is intrinsic to achieving goals for sustainable social and economic development[63], and ratified the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) in 1992: the first Pacific Island Country to do so. The National Policy for Gender Equality recognizes that women and men are equal partners in the development of Samoa.[64]

Despite these commitments, inequalities exist. Many children – particularly boys – are starting primary school at a later age than the compulsory minimum of five years.[65] Review of the first Education Sector Plan (2013 – 2018) indicated that boys are over-represented in dropout rates at both primary and secondary levels, and their literacy and numeracy achievements are generally lower than that of girls.[66]

The 2015 Education for All (EFA) National Review indicates that there are insufficient disaggregated data on the situation of children who do not enrol or who drop out of primary and secondary school to enable a comprehensive analysis of causes for this gender disparity.[67] Results of national assessments conducted at primary level and secondary level indicate that the quality of education, particularly for boys and in literacy and numeracy more generally, requires review. The critical need for more effective and gender-sensitive classroom approaches to meeting the different learning needs of boys and girls is cited by many. Teacher shortages and large class sizes, particularly in urban areas, may be contributing factors. Key informants report that outside of school hours, males are permitted more freedom to undertake activities outside the home, while females are more likely to stay home and study. The Global School-Based Health Survey (2011) found that alcohol consumption among adolescents is quite common in Samoa: around one in three pupils (34 per cent) indicated they had consumed alcohol in the 30 days before the survey, with alcohol consumption significantly higher among boys (43 per cent) than among girls (25 per cent).[68]

While the 2015 EFA National Review highlights a need to develop appropriate teaching methods and relevant curriculum to motivate and engage boys in education, as well as to raise awareness of the importance of education in the wider community, it notes that limited pathways from secondary to PSET may also be a contributing factor to these gender disparities.[69]

In adulthood, however, the gender disparity shifts. The 2014 Demographic Survey indicates that married women aged 15–49 have much lower participation in economic work than married men in the same age group. Only 28% of these women were employed at the time of the survey compared to 70% of the men.[70]

The 2013 – 14 Household Income and Expenditure Survey found that female-headed households were disproportionately represented in the lowest three income deciles, and male-headed households in the highest three income deciles.[71] This inequality is thought to be associated with disparities in access to formal jobs: in 2013, 60 per cent of the formal private sector workforce (which accounts for 60 per

[63] Government of Samoa, 2016, *Samoa National Policy for Gender Equality 2016 – 2020* p.5
[64] Ibid p.7
[65] United Nations Children's Fund, 2017, *Situation Analysis of Children in Samoa* p.60
[66] ESP 2019-24 p.17
[67] Education for All, 2015, *National Review – Samoa* p.30
[68] World Health Organisation, 2011, *Global School-based Student Health Survey: Samoa – Fact Sheet* p.1
[69] Education for All, 2015, *National Review – Samoa*
[70] *Samoa National Policy for Gender Equality 2016 – 2020* p 9
[71] Samoa National Statistics Office and UNDP Pacific Centre, 2016, *Samoa Hardship and Poverty Report* p.64

cent of employment) were male, and the number of females working at the minimum wage level was twice that of males.[71]

Empowerment and autonomy in decision-making are closely related to education level. Eighty-one percent of women with secondary school level education or higher were able to participate in decision-making compared to women with less education attainment. However, compared to men, the National Policy for Gender Equality 2016-2020 describes women's participation in public decision-making as low, with women poorly represented in parliament, on boards of state -owned enterprises, in leadership at the village level, in churches, and in the private sector. Reasons for this include cultural norms and attitudes including the traditional system of village government, in which leadership has traditionally been vested in men.[72] Things are changing, with increasing numbers of Samoan women becoming matai, often in recognition of their educational and career achievements; however of all village-based matai, only about 5% are women. The Policy suggests that education and training is required for both men and women from a young age, to teach the value of full participation of women in leadership roles.

The Demographic Health Survey (2014) found a strong preference amongst married men and women to control the timing and number of births. However, the desire to limit childbearing was strongly related to their education level. The same survey indicates that 2% of 16-year-old women and 26% of 19-year-old women are mothers, and that infant mortality is highest amongst teenage mothers. In a survey carried out by UNESCO in 2012, school principals, teachers, students and parents overwhelmingly agreed that a more comprehensive sexual and reproductive health education model needs to be developed, with training for teachers and provision of appropriate teaching and learning resources.[63]

There is still a considerable level of acceptance of domestic violence even among women themselves. Almost four-out-of-ten women, 37%, agree that 'wife beating' can be justified. Gender-based violence in Samoa is prevalent, and grounded on traditional beliefs regarding gender norms and power relations. The National Policy for Gender Equality 2016 - 2020 provides a framework for government, development partners and civil society to address these issues in a coordinated way.

Disability Inclusion Analysis

There are varying estimates of the number of people with disability in Samoa. UNESCAP estimates that 5.9% of Samoans had a disability.[73] In 2018, the Government of Samoa released a report on disability prevalence based on data collected during the 2016 census, which used the internationally recommended Washington Group (WG) Questions on Disability - Short Set. This report found that 2% of persons (3,370 persons) over the age of 5 years experience disability in Samoa. This rate is based on the WG recommended cut off that considers that a person has a disability if they identify as having "a lot of difficulty" or "cannot do at all" across one or more of the domains of seeing, hearing, mobility, remembering/concentrating, self-care and communicating. If the category of "some difficulty" is included, the prevalence increases to 7.1% (or 11,587 persons).

Samoa's 2016 census found that people with disability were five times more likely to have never attended school compared to people without disability. About 10 per cent of people with disability had no education compared to only 2 per cent of those without disability. One in twenty people with disability were engaged in paid work compared to one in four of those without disability. More than half (58 per cent) of people with disability were not economically active compared to 17 per cent of

[72] National University of Samoa, 2015, *Political representation and women's empowerment in Samoa* p.7
[73] UNESCAP, 2015, *Disability at a Glanc*e p.4

people without disability, and 56 per cent were unable to work.[74] 85 percent of children with disability were found to live in rural areas. People with disability and their families are more likely to be poor and remain poor as a result of higher living costs, barriers to education, health and employment opportunities, and unpaid caring responsibilities.

These findings indicate that access to education for people with disability is still very limited, despite a strong policy framework. The Government of Samoa ratified the Convention on the Rights of Persons with Disabilities (CRPD) in 2016, after many years of advocacy, awareness raising and preparatory work on planning how CRPD principles would be integrated into government services and the law.

Samoa's Education Act is clear on the importance of ensuring access for learners with disability at all levels of education. Samoa's National Disability Policy 2011 – 2016 calls for stakeholders to work together to create a human-rights based, inclusive and barrier-free society which advocates for and empowers people with disability, and education is one of seven core outcome areas.[75] This and MESC's Inclusive Education Policy for Students Living with Disability (2014) stipulate the importance of inclusive education, with the aim of the Inclusive Education Policy being "A national inclusive education system providing quality education that satisfies basic learning needs, enriches the lives and overall experience of living of all children, youth, and adults of diverse characteristics and backgrounds, within a culture based on respect and acceptance.[76]"

Implementation of the Inclusive Education Policy is led by MESC's Inclusive Education Unit, which sits underneath the Curriculum Division and is staffed by two personnel. Implementation is monitored by the Inclusive Education Working Group, which reports to the Inclusive Education Steering Committee. The Working Group is comprised of representatives of special schools, service providers, disabled people's organisations and other government representatives. The Working Group and its Steering Committee have been found to be effective in raising and progressing the inclusive education agenda.[77] However within MESC, Inclusive Education has limited visibility.

Enrolment and attendance data regarding students with disability at special and mainstream schools is currently reported directly to the Inclusive Education Unit, which sits within the Curriculum Unit. In 2018, there were reportedly 270 students with disability enrolled in primary (258) and secondary (12) schools, indicating that there are many out of school learners with disability in Samoa.

Samoa's Education Management Information System (EMIS) is currently unable to incorporate disability data at the granular or individual level, so the Inclusive Education Unit relies on reports from mainstream schools, usually provided via SENESE. The incorporation of internationally agreed questions to support more accurate identification of students with disability, supported by technical assistance under the previous ESSP, led to a much better information base with respect to children with disability.[77] The Education Sector Plan 2019 – 24 proposes the establishment of a new Samoa Education Management Information System (SEMIS) which offers an important opportunity to merge disability data collection into general student information collection. This would enable disaggregation of student data by disability, which would inform reporting against national and international policy commitments, planning and resource-allocation.

Negative attitudes towards people with disability and teachers ill-equipped to teach students with disability continue to keep learners with disability out of school. The National University of Samoa

[74] Samoa Bureau of Statistics, Ministry of Women, Community and Social Development, Pacific Community and UNICEF Pacific, 2018, *2018 Samoa Disability Report: An analysis of 2016 Census of Population and Housing* p.12
[75] Government of Samoa, 2009, *Samoa National Policy on Disability 2011 – 2016* p.iii
[76] Government of Samoa, 2014, *Inclusive Education Policy for Students Living with Disability* p.8
[77] Allen & Clarke p.4

(NUS) offers a degree program in education which covers students with disability and intends to offer a discrete Bachelor in Inclusive Education. Demand for this stand-alone course amongst students and providers is not known, however many stakeholders agree that the quality of the inclusive education module offered within the Bachelor of Education requires significant boosting. In-service training for teachers is also noted as being less than what is required to support teachers to confidently and effectively implement inclusive education.

Ongoing gaps in transition pathways for students with disability have been identified, especially between primary and secondary school. In addition, the need for MESC to work more closely with the Ministry of Women Community and Social Development (as the Government of Samoa's focal point for disability) and the Ministry of Health (as the provider of services which can support and maximise the health and function of people with disability).

The continued implementation of the Inclusive Education Policy will require ownership, leadership and increased capacity across the education sector, including across Implementing Agencies, key MESC divisions and amongst Principals, Teachers and Teacher Aides.

Attachment: Education Sector Analysis: Extract from mid term review of the ESP (Adam Smith International P25 -28)

The following text up until page 58 is a entirely a quote from the mid-term review of the ESP by Adam Smith International.

Stakeholder's Perspectives: RELEVANCE pp. 25-26

Key informants raised a number of issues regarding relevance. In general the goals of the ESP were seen as relevant to education priorities in Samoa but there a number of concerns about particular aspects of the programme. The first pertained to the curriculum. Stakeholders directly engaged in teaching highlighted the need for a more 'grounded' curriculum based on a better appreciation of the 'Samoan cultural context', and the teaching context in schools particularly those schools with limited resources and capacity. Officials involved in the appraisal of teachers, and those involved in reviewing professional development, noted that in many cases the new curriculum was not being taught to an acceptable standard and that teachers were 'confused' about the new curriculum (i.e. its content and how to teach it). Clearly this presents problems at the appraisal stage as teachers are being appraised of their ability to teach the new curriculum. The focus on curriculum work plan development and a lack of support/mentoring for this process was also seen as an issue.

An additional concern related to the relevance of teacher education. Stakeholders questioned whether educators at NUS where appreciative of the 'real situation in Samoan schools'. Some informants highlighted the theory-based approach adopted in University (based on imported pedagogies), an approach which, according to some, doesn't sufficiently account for the variable contexts in Samoan schools. Stakeholders called for a more student-centred, non-theory driven approach customised to the Samoan context.

A range of stakeholders commented on the need for MESC to ensure it has practical links to schools and communities that support relevant and effective implementation. Stakeholders suggested that MESC was 'out-of-touch' with the reality of teaching in Samoa and the constraints faced by teachers and that it 'should be in touch with schools and teachers and not just churn out policy'.

Policy relevance p.26

The relevance of policy to implementation is a recurring theme of this evaluation. In the MESC Corporate Plan[36] the policy responsibilities of MESC are laid out clearly. The ESP articulates the various identified needs from which many of the new policies have emerged in the past three years. In examining the educational policies being adopted in Samoa there is strong evidence of benchmarking of the policies against international standards in areas such as student centred teaching and learning, assessment 'of' and 'for' learning, instructional planning aligned to a comprehensive standards based national curriculum, and inclusive practices. However the ESP data shows that despite sound policy design the implementation of the policies is not proving effective in classrooms and learning outcomes remain poor. A clear example of this is literacy and numeracy in primary schools[37] where there is a recurring pattern of theoretically sound practice laid out in the policy documents being unsuccessfully implemented in Samoan primary classrooms. There is also a noticeable lack of integration and coherence between various policies that focus on improving teaching and learning.

Policies such as the new Minimum Service Standards (MSS) and Assessment are good examples of the divide between theory and practice. The policy language is impressive with a strong emphasis on teachers self-assessing their abilities to implement student centred, inclusive, and assessment-based

teaching and learning practices that enhance the learning of all students. Principals are also given the key role of being instructional leaders and assessors who can mentor teachers in their professional growth. Even when working with high capacity teachers these are ambitious goals. In Samoa the contextual reality does not align with the policy. Principals have minimal background in the skills of instructional leadership and teachers are not competent in student-centred pedagogies or culturally attuned to extensive self-reflection.

Stakeholder's Perspectives: EFFECTIVENESS pp.26-27

Effectiveness is the extent to which objectives have been achieved. To be effective a programme must have realistic objectives, an appropriate timeframe for the implementation of activities, and the financial and human resources required to implement those activities in the required timeframe. A wide range of stakeholders from all the Implementing Agencies commented on issues around effectiveness. There was concern amongst stakeholders that the objectives of the ESP where too ambitious, both in scope and timeframe, and unrealistic in the present financial and human resource context. A wide range of examples were given including:

The inability to effectively implement 'the big data push' due to human and financial resource constraints, and a lack of coordination; associated with this is a concern about the reliability and validity of the data collected

Difficulties meeting teacher appraisal goals due to human resource constraints Difficulties with teacher 'mentoring' in schools due to a lack of suitable 'mentors'

Difficulties meeting broader teacher professional development goals, which is of paramount importance considering the fact that the educational outcomes sought by ESP are based on improvements in teaching quality

The inability to extract widespread benefits from SchoolNET due to a lack of technical IT capacity, variable bandwidth, equipment deficits and a lack of financial resources for operation

The Ministry of Finance called for more 'thoughtful and realistic goals and timeframes' over the next two years based on a practical review of what is, and what is not, possible over that time.

Quality and its impact on Effectiveness p.27

It is well documented that by attracting higher achieving candidates to the teaching profession education systems have more leverage to implement effective change and increase student success. In Samoa there is an identified teacher shortage. Prior to the reforms implemented in January 2014 teachers were only required to obtain a Diploma in Education. This has now shifted to a required minimum of three years of post-secondary education with most candidates receiving their degrees from NUS.[38]

It has been reported that the established practice at NUS of assigning the 'lowest of the low' academic students to the Faculty of Education programs will be shifting in January 2017. This is a critical change in mind set and aligns with international research that shows that attracting the best, or at least those better than the worst, into teaching holds the key to improved student learning. The New Career and Salary Framework for Samoa' Teachers [39] and the Teacher's Act 2015 reinforces the GoS's commitment to a competent and highly skilled workforce thereby giving public reassurance of the quality of its teaching workforce. The establishment of the Monitoring, Evaluation and Review Division and the Teacher Professional Development and Career Advisory Division in 2013 and 2014 also helped ensure the focus on the efficient and effective

implementation of reforms into teacher quality and management.[40] Despite these developments the quality of teaching and learning in Government Schools is still a key issue as reflected in the progress against the ESP Goals, especially within Goal 1.

Professional Development is being delivered with minimal impact on teaching and learning in schools p.27

The National Teacher Development Framework stipulates that all teachers in Samoa are required to receive professional development and that "improvement in teaching-learning outcomes in the classroom will be at the core of education, training, and staff development programs".[41] The Framework does not however specify the kinds of activities that would be most effective to improve teaching practice at school level, how to carry them out, how much professional development teachers should take part in or how often. At the school level Principals are responsible for delivering on-going PD that meets the needs of the teachers, yet the reality is they themselves lack the knowledge and understanding of key issues such as effective literacy and numeracy teaching and classroom assessment that uses results to improve teaching and learning. Despite the recognition that regular professional development is critical for teachers there are major gaps in the training capacity of staff at all levels from Principals in schools to MESC Divisions to NUS FoE.

NUS FoE faculty & MESC staff are often delivering educational course content and PD training using teacher centred pedagogies e.g.: lengthy PowerPoints, sharing of critical knowledge and facts with minimal opportunities for the participants to examine their own practices and explore the content through activities, critical thinking and self-reflection. There needs to be a stronger link built between PD content and practical classroom applications suitable to the Samoan context along with facilitators modelling of student centred pedagogies. The capacity of Principals also needs to be built so that they can more effectively deliver school based PD that has relevancy to individual teacher's needs.

Pre and in-service training will best serve teachers by providing them with opportunities to build their own understandings of policies. For example rather than a teacher being lectured on the finer points of the National School Assessment Framework and the manual 'Making Assessment Work: Classroom Assessment'[42] they should be provided with a range of formative assessment exemplars from Samoa primary schools to analyse and critique. Pre and in-service teachers could then design their own assessment tool to assess a specific lesson they will deliver to their class. Ensuring relevance to teachers' daily practice is at the heart of effective teacher training. NUS education courses and MESC PD training objectives are not always aligned to specific standards for teachers. This is a missed opportunity as it will support teachers in developing more informed self-reflections for their teaching standards appraisals.

Weak School Based Support p.28

In Samoa principals hold a vast amount of responsibility yet the professional support they have been provided with is not proportionate to the importance of their defined role. In the revised 2016 MSS the 'Minimum Service Standards Matrix' Domain: MSS 2: School Partnerships, Governance & Management - Standard 2.2: Principals are asked to self-evaluate against the following categories of indicators: vision and mission, school policies and rules, Education Act & MESC policies which are made accessible to all staff, students, school committees and community curriculum support and resources, "Students with difficulties in literacy and numeracy", talented & gifted students, students with disabilities, personnel records, communication with staff, school professional development planning, principal & teachers together develop a school observation plan & an effective school

professional development plan (SPDP) which includes national, district & school-based, Financial planning (School Annual Budget), SSFGS knowledge, Financial systems & controls and financial reporting. The scope of this role is daunting even to seasoned educators who have received extensive training and experience in school leadership positions.

The role of an educational leader in a school is integral to schoolwide professional development and student success. In Samoa principals are being required to establish school climates in which professional learning communities thrive. Their role in supporting teachers as they strive for excellence in teaching and learning is multi-faceted. Principals are seen as the bridge between MESC's policy agenda and making effective pedagogical changes in classrooms. They are also expected to collaborate with the community as they develop School Improvement Plans. There is an increasingly large divide between the envisioned roles of principals and the realities of their capacity to fulfil those roles. There is an ever increasing gap between the leadership vision and the realities in schools.

Principals' job descriptions often include teaching responsibilities due to teacher shortages but even those who are not officially expected to teach often find themselves covering for teachers due to the high level of absenteeism of primary teachers. Principals are expected to give advice and insight on how teachers can continuously improve and hone their craft. They are expected to be knowledgeable in teaching and curriculum matters and to provide guidance and support to teachers. They are expected to have skills in observation of teaching and learning and an ability to deliver PD appropriate to teachers' needs. The expectations keep mounting but the support to scaffold on-going PD opportunities for principals is minimal, sporadic and unfocussed.

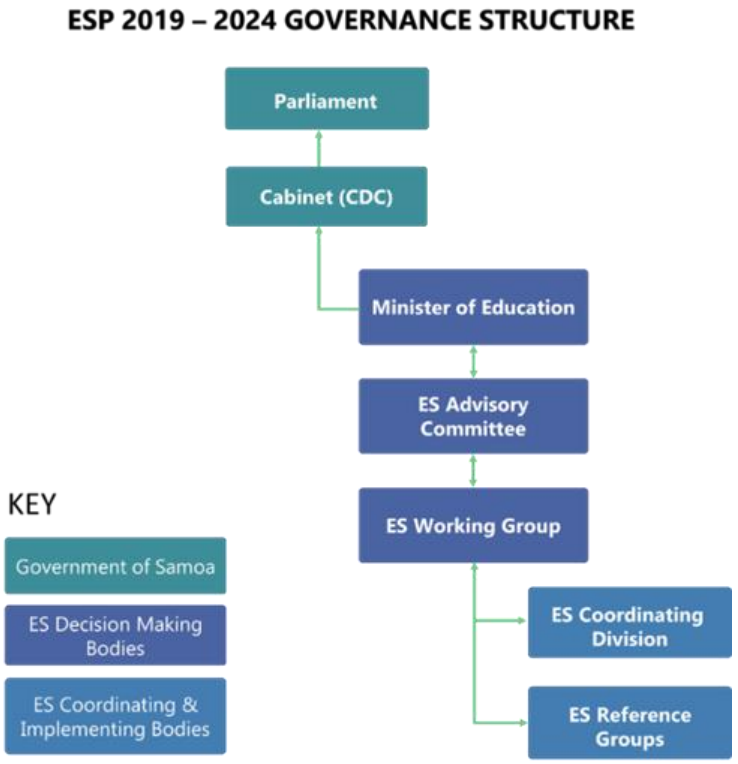
Bilingual Education p.28

A bilingual approach is embedded throughout the new curriculum and curriculum documents are in place for all subjects in English and Samoan. Samoan primary teachers are expected to use both Samoan and English as the medium of instruction and apply the bilingual policy correctly.[43] The new primary curriculum in 2013 included a bilingual additive approach starting in Year 4. Despite sound theoretical groundings in establishing mother tongue in Year 1-3 of primary then moving to bilingual instruction in Samoan and English in Year 4 the reality is that many primary teachers capacity in English is low. Results have been poor in literacy and there are very limited materials and resources in English to support the teachers as they try to implement the new curriculum. The PaBER study[44] findings across the curriculum and materials domain highlighted teacher weakness to deliver a bilingual student-centered, outcomes based curriculum in literacy and numeracy. This correlates with the poor results in the English and Samoan literacy and numeracy SPELL tests in Year 4 and 6.[45]

Although the bilingual policy is sound the reality of capacity to implement it in classrooms is a different story. Many teachers feel ill prepared to model English given their own levels of competency. Teachers' own levels of English mean they are unable to act as models of bilingualism. They are also unable to develop and use effective teaching and learning materials in English. The primary English curriculum and Teachers Guide is viewed as using complex terminologies and teachers lack the materials to support instruction. It is not unusual to see teacher generated posters in English on the walls of primary classrooms that model incorrect English (grammar and spelling). There are limited resources / materials available to support Primary teachers in student-centred literacy instruction both in Samoan and English. Schools have varying library resources and even when books are available they are not always at the appropriate reading levels for students "at risk".

Annex B: Governance Arrangements

This annex provides further information on the detail of the implementation and governance arrangements now operating in the Education Sector[78]. The following diagram from the ESP summarises these.



Source: ESP 2019-24 p.57

The specific roles and membership of the individual sector decision making and implementing and co-ordinating bodies are described below.

Education Sector Advisory Committee

The key governance body reporting to the Parliament, Cabinet and Minister is the Education Sector Advisory Committee (ESAC). This is independently chaired by a public service chief executive officer (CEO) from outside the education sector and comprises the chief executives of the Implementation Agencies, senior representatives from DFAT and MFAT, CEOs of six government departments (including the chair) and representatives of other sector stakeholders such as private/mission schools and the non government organisation umbrella group. Representatives from APTC, the National Council for Early Childhood Education and Inclusive Education are involved as required.

The functions of ESAC are to:

- Review and approve annual work plans and budgets

[78] Information presented in this annex is drawn from the ESP 2019-24 p.57-59

- Monitor progress of the implementation of ESP implementation
- Participate in annual and mid-term internal and external evaluations
- Approve sector quarterly progress reports and the Annual Review Reports (ARR)
- Provide policy and strategic guidance on sector activities, implementation and monitoring
- Address emerging issues and monitor risks

IA Strategic and Corporate Plans are aligned with the Education Sector Plan and the IA Annual Implementation Plans are approved annually by ESAC. ESAC also approves funding annually from the ESP MTEF to IAs in conjunction with annual plan approval.

Given its role, ESAC is the over-arching body where strategic education sector policy dialogue can take place.

Education Sector Working Group

The Education Sector Working Group (ESWG) provides a key forum for co-ordinating the operation of the IAs and the reference group chairs. Its membership is comprised of senior representatives from each of the IAs and Ministry of Finance, Programme Managers from DFAT and MFAT and reference group chairs.

The functions of ESWG are to:

- Review and action ESAC resolutions
- Review and advise on all sector reports, work plans and budgets
- Review and provide feedback on sector progress reports and plans
- Review and endorse sector progress reports on ESP implementation for ESAC approval
- Brief IA Sector Heads prior to ESAC meetings
- Review the MEL, MTEF and Risk Management matrix annually

Nominated focal points in each IA make an important contribution to governance through leading planning, monitoring and reporting on behalf of each IA as part of the collective work of the sector.

Education Sector Co-ordination Division

The Education Sector Co-ordination Division (ESCD) is the critical linking mechanism in the governance structure. While hosted by the MESC it has an independent role, comprises a Director and a group of technical experts in areas such as finance, monitoring evaluation and learning and procurement. It provides a secretariat for ESAC and works with all of the IAs in advancing the ESP. Its key tasks are:

- Collate and analyse data to measure progress
- Monitor and report on sector financial expenditure
- Manage DP funding arrangements
- Facilitate communication and liaison with all sector stakeholders
- Monitor performance to meet DP requirements
- Provide secretarial functions to ESAC and EDWG
- Support reference groups and working committees
- Co-ordinate discussions and debates of sector policies
- Co-ordinate the implementation of sector research strategy
- Lead emergency response in the event of a disaster

Reference Groups

In addition to these instruments of governance, there are also reference groups of stakeholders who have a shared interest in a particular aspect of the ESP. The purpose of the reference groups is to support collaboration and communication between stakeholders. Groups exist for:

- Early Childhood Education
- Inclusive Education
- Literacy
- Numeracy
- Teacher Excellence
- Technical and Vocational Education

Reference Groups are to meet at least twice a year and can establish and disestablish working groups as required.

Annex C: Policy Dialogue Matrix

Set out in the policy dialogue matrix that follows it a list of key policy issues that will arise over the term of the ESSP 2020-24.

The policy issues are grouped by the ESP 2019-24 goals to which they relate. In addition to specific comment on the issues presented, some more general comment is provided on some of the key policy challenges that arise under each goal.

Many of the issues raised are not just issues to be addressed at one time but will remain relevant over the life of the ESSP as there are opportunities to review progress and assess any adjustment required to proposed activity in order to achieve policy objectives. The best opportunities for this discussion will particularly be during times of annual review and the annual approval of workplans and MTEF review by ESAC and ESWG.

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
Goal 1: Enhance the quality of education and training for all learners Raising the quality of education is a challenging task. It requires actions that impact on the day to day practice of leaders and teachers, whether they work in ECE, schools or PSET. Key elements of infrastructure that support quality such as programme accreditation, minimum service standards and teacher registration and appraisal are in place. But these elements of quality assurance will only support improvements in quality if they lead to change in teacher practice. There are indications that this is happening in the TVET sector where the combination of programme accreditation and tutor training appears to be leading to beneficial change in practice. The challenge is to achieve this in the schooling and ECE centres as well. Research based evidence on what is effective practice in the Samoan context and well-designed interventions to support the adoption of this effective practice are required to achieve the lift in quality and achievement sought by Goal 1.							
Improved learning outcomes in literacy and numeracy of year 4 and year 6 students in primary schools	Literacy and numeracy outcomes fail to show necessary improvement or even worsen because the issues underlying the current achievement levels are not understood and addressed and as a result the current efforts to achieve better results through raising the quality of teaching are ineffective.	Literacy and numeracy levels do increase because a better understanding of current practice strengthens attempts to improve it. The independent literacy/numeracy curriculum review activity proposed for ESSP Year 1 does take place and the recommended Action Plan arising from the review is accepted and acted upon by IAs.	ESWG ESAC Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	MESC Divisions: SOD TDAD CDMD MERD Faculty of Education, NUS National Teachers Council Primary school principals and teachers ESAC, ESWG	Allocation of resources within the Sector to achieve the outcome. Input of technical assistance to review current practice and recommending an action plan is strongly advised. Advice could be sought form academics with expertise in bilingual education.	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	MESC CEO + ESC ACEO CDMD

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
Improved learning outcomes in literacy and numeracy of year 4 and year 6 students in primary schools	Literacy and numeracy outcomes fail to show necessary improvement or even worsen because the impact of current professional development is limited due to insufficient capacity and understanding of what is required for professional development to be effective in the Samoa context.	Literacy and numeracy levels do increase because planned professional development activities bring about real change in teacher practice, skills and attitudes.The independent review of professional development for primary schools proposed for ESSP Year 1 does take place and its recommendations are accepted and acted upon by IAs.	ESWG Meetings ESAC Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	MESC divisions: TDAD CDMD SOD MERD ESWG ESAC Faculty of Education at NUS Primary school principals and teachers	Allocation of resources within the Sector to achieve the outcome. Input of technical assistance to review current practice and recommending an action plan is strongly advised. Opportunities to learn from the experience of others who are or have worked on similar issues will also assist e.g. EQAP, deliverers of previous Australia/New Zealand aid programmes in the Pacific focused on improving the teaching of literacy and numeracy.	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	MESC CEO + MESC ACEO (TDAD) MESC ACEO ESCD

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
Improved learning outcomes in literacy and numeracy of year 4 and year 6 students in primary schools	While MESC quality assurance policies (Minimum Service Standards, teacher appraisal etc.) are an important feature of the system, these will only lead to outcome improvements if the time spent on complying with them leads to improved teacher practice.	A balance is achieved between testing, monitoring and appraising teachers and principals and providing them with relevant, practical professional development that leads to improved practice.	ESWG Meetings ESAC Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	MESC Divisions: MERD TDAD ESAC ESWG Primary school principals and teachers	The MTEF currently weights expenditure more to upgrading qualifications than professional development that is school based. The balance of spending between these two approaches needs to be kept under review.	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	MESC CEO + MESC ACEO TDAD MESC ACEO MERD MESC ACEO SOD MESC ACEO ESCD
Improved learning outcomes at all levels for young people with disability	Quality education for students with disability requires delivery of effective pre- and in-service capacity development for teachers.	Strategies for teaching students with diverse disability are incorporated in teaching qualifications offered by NUS and APTC. In-service capacity development meets ongoing teacher professional development needs in inclusive education and incorporates a range of approaches.	Relevant Education Working Groups and Reference Groups ESAC Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	Disabled People's Organisations (NOLA, Deaf Association of Samoa, Samoa Blind Persons Association) IE Working Group Chair Inclusive Education Unit NUS – Dean of Education APTC – Country Manager	Technical Advice from the proposed Inclusive Education Specialist Adviser. Coaching/mentoring from Australian and New Zealand Faculties of Education with expertise in teacher education for IE.	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	MESC ACEO (TDAD) MESC ACEO (Curriculum) MESC IE Unit NUS Dean - Education

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
Improved learning outcomes at all levels for young people with disability	Furthering inclusive education requires support from IE service providers in the form of provision of teacher aides, and special school options for those who need them. Providers are currently reliant on development partner funding.	As IE Service Providers are Samoa's primary facilitators of IE, MESC continues to ensure funding is provided to them. However funding responsibility, inclusive of salaries, should slowly shift from development partner to MESC-owned.	Inclusive Education Reference Group ESAC Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	Disabled People's Organisations (NOLA, Deaf Association of Samoa, Samoa Blind Persons Association) Ministry of Finance MESC CEO	Work on a long-term plan for the funding of IE providers as part of the IE policy refresh.	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	MESC A-CEO Curriculum ESCD Inclusive Education Focal Person
Goal 2: Provide everyone with access to good quality education and training opportunities A range of activities are included in the ESP 2019-24 to support the achievement of this goal. To varying extents all of these activities involve expansion or change in the current provision of education through initiatives such as building more ECE centres, greater use of ICT to increase access and the development of more inclusive learning environments for learners with a disability. The challenge in all of these initiatives is to ensure that an appropriate combination of physical, financial and human capacity is available to sustain the availability of access to good quality education that the goal seeks. For instance, expanding the availability of ICT for learning will not produce good outcomes if tutors and teachers do not know how to integrate it effectively into learning and the required technical infrastructure is not maintained. Similarly more ECE centres without quality leadership and teaching is likely to produce minimal benefit and learning environments will only be more inclusive if the necessary professional capacity exists to support the learning of those with a disability.							
Increased numbers of early childhood education centres meeting National Minimum Service Standards	Ultimately it is the quality of ECE provision that will make a difference to learning outcomes. While it is important to improve access to ECE, most of the benefits of this will be realised when services reach a minimum level of service standard.	An appropriate balance is achieved by ensuring that improvements in the quality of ECE centres is adequately resourced and that the pace of expansion towards universal provision in light of this objective.	ESWG and ESAC Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	MESC Divisions: CDMD MERD MERD ESAC ESWG National Council of ECE, ECE teachers, community leaders,	Allocation of resources within the Sector so as to ensure that new ECE centres don't open without the prospect of being able to follow able to develop to the point of meeting the standards.	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	MESC CEO + MESC ACEO CDMD MESC ACEO MERD MESC ACEO ESCD

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
				ECE Centre teachers	Advice from Australian and New Zealand government agencies with experience in the area could be valuable.		
Increased participation and completion rates at all levels for young people with disability	Access to education for children with disability relies on schools and school personnel that welcome and support students with disability.	Inclusion requirements of girls and boys with diverse disability are mainstreamed across general education policies, SEMIS, standards, curricula and capacity development strategies.	Inclusive Education Working Group and Reference Group ESAC Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	Disabled People's Organisations (NOLA, Deaf Association of Samoa, Samoa Blind Persons Association) IE WAG Chair IE Unit	Technical Advice from the proposed Inclusive Education Specialist Adviser. Coaching/mentoring from relevant areas of expertise in Australian and New Zealand government entities	DFAT Counsellor (Development)	MESC A-CEO Curriculum ESCD Inclusive Education Focal Person
Increased participation and completion rates at all levels	Equal access to education for both boys and girls requires further investigation so as to better understand the currently observed patterns of participation and implementation of recommendations which arise from that investigation.	Specific strategies for reaching and engaging boys and girls in school at all levels should be developed and where possible woven into mainstream policies, SEMIS, standards, curricula and capacity development strategies.	All Education Working Groups and Reference Groups ESAC Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	ESCD NUS – Dean of Education CEO – Ministry of Commerce, Industry and Labour CEO – Chamber of Commerce	Resources for Research into the underlying reasons for difference n achievement between boys and girls including Technical advice from the proposed Gender Adviser	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	CEO – MESC CEO – SQA Vice-Chancellor - NUS

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
Increased participation and completion rates at all levels	Bullying and in some cases corporal punishment continue in schools despite the existence of the Safe Schools Policy.	Safe Schools Policy is well-understood and reporting processes exist.	ESAC Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	Samoa Victims Support Society Ministry of Women, Children and Social Development APTC	Communication of the Safe Schools Policy, including through integration with other professional development.	DFAT Education Program Manager	MESC A-CEO Curriculum Division
Increased participation in PSET and employment through enhanced TVET in schools	Early leaving from schools is partly attributable to the lack of relevant learning options available to young people. The challenge is to expand access to more relevant programmes in a cost effective sustainable manner.	More relevant and engaging TVET programmes retain students in school and support their transition to PSET and work.	TVET reference group ESWG and ESAC meetings	Secondary schools leaders and teachers, TVET providers (including TVETI), employers, APTC, students	Equipment and teacher capability to deliver required programmes. Potentially achievable through collaboration between schools and TVET providers. Advice/mentoring from those in Australia and New Zealand with expertise in this area.	DFAT Education Program Manager	Dean of TVET, NUS A-CEO Curriculum Division, MESC ACEO RPPD, SQA
Provide everyone with access to good quality education and training opportunities through ICT	ICT initiatives to are not sustainable long-term because long-term funding is not considered, or the project is orphaned. A lack of understanding that technological solutions have a short lifecycle and	Awareness of issues relating to sustainability considered in all project planning and mitigations applied to all relevant projects.	ESAC Meetings ESWG Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP	ESWG ESAC NUS MESC SQA	Dialogue. Develop a definition of sustainability within the education sector, and then indicators which support that.	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	ESAC ESWG

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
	require constant input to keep them maintained may contribute to this.		Independent Final ESP/ESSP Evaluation		(There may be a Pacific Island Countries Sustainability Research Project funded by MFAT which can provide input here).		
Goal 3: Make education and training more relevant to national needs and the labour market Expansion of learning opportunities and increased course accreditation is important, but it is also important that is what is learnt in programmes equips graduates with the skills and competencies that are required in the labour market. This is necessary to both ensure graduates do secure employment and support sustainable economic growth. The involvement of employers and industry in the design of programmes, the delivery of programmes through work experience and internships and in the evaluation of programmes can all play a role in promoting greater relevance of PSET programmes.							
Increased employment of PSET graduates	Planned tracer studies of the experience of technical and vocational education and training (TVET) graduates will provide the most valuable feedback to programmes if it is possible to trace the experience of all graduate, not just those who quickly find employment	Graduate tracer studies improve the quality and relevance of TVET programmes because the experience of all graduates feeds back into monitoring the relevance and quality of TVET provision	ESWG and ESAC Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	SQA, NUS Samoa Association of Technical and Vocational Education and Training Institutions (SATVETI) TVET providers, including APTC Employers TVET students	Technical assistance to help scope and design the intended tracer studies will help to ensure robust data collection from a broad range of sources.	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	SQA ACEO RPPD

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
Goal 4: Improve the effectiveness of Sector planning, monitoring and reporting The challenge during a complex development process such as the one the ES is undertaking is to ensure that the urgent does not crowd out the important. Planning and monitoring is required to ensure that strategic intent and coherence is developed and maintained and monitoring and reporting can support ongoing adjustment of activity to better achieve success. This requires established policy frameworks, supporting infrastructure and capacity.							
ICT realises potential to contribute to all five of the ESP Goals	The effective development of the sector's use of ICT policy is dependent on it happening in a co-ordinated and planned way. The development of an ICT Policy would support this to occur.	The use of ICT within the ES occurs in an efficient, effective and sustainable manner based on a coherent ICT policy framework	Education Sector Working Group (ESWG) Meetings Education Sector Advisory Committee (ESAC) Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	ESWG ESAC NUS MESC SQA	Probable recruitment of specialist TA would assist with this work.	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	ESWG ESAC
Improve the effectiveness of sector planning, monitoring and reporting through implementing the Samoa Education Management System	Irrespective of implementation location, it is usual for ICT projects of this magnitude to under deliver and/or go over budget and/or go over time. It is likely that without careful management, SEMIS will fail to deliver on its design purpose and/or	Fully functional SEMIS delivered on time, on budget through a combination of effective oversight, strong project management and needed expert input.	Education Sector Working Group (ESWG) Meetings Education Sector Advisory Committee (ESAC) Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP	ESWG ESAC NUS MESC SQA	Proper design, planning, scoping and budgeting for the project. Recruitment of personnel with expertise and proven experience in the area. Long-term involvement of	DFAT Counsellor (Development) and MFAT Development Programme Coordinator	ESAC ESWG

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
	will go over budget and/or will go over time allocated.		Independent Final ESP/ESSP Evaluation		personnel to provide consistency and ownership through the implementation of the project. Opportunities to learn from other countries which have implemented a similar system would be beneficial.		
Effective sector planning, monitoring and reporting through improved resilience to climate change and disasters	The Education Sector needs to have the capacity to progress the scheduled CCDRR Strategy so as to be able to play an important role in risk reduction, preparedness, response, recovery, coordination, skills and capacity to address climate change and disasters.	Education Sector CCDRR Strategy completed with actions undertaken in accordance with implementation plan to mainstream CCDRR into Education Sector	Education Sector Working Group (ESWG) Meetings Education Sector Advisory Committee (ESAC) Meetings Annual ESP Review Independent Mid Term Review ESP/ESSP Independent Final ESP/ESSP Evaluation	ESWG ESAC NUS MESC SQA Disaster Management Office, Ministry of Natural Resources and Environment, Samoan Met Service	Short-term TA to develop the CCDRR Strategy, and longer term TA to support implementation. Focal point in ESCD, NUS, SQA and MESC. Implementation of CCDRR Strategy will likely include resources for training, materials, workshops, infrastructure improvements, travel for staff to work with schools to support CCDRR mainstreaming.	DFAT Counsellor, Australian Pacific Climate Partnership of DFAT	ESCD ESAC ESWG

Related End-of-Investment Outcome	Problem/ Issue	Policy outcome sought	Program entry points for policy dialogue	Influential stakeholders	Resources required	Policy dialogue lead within AHC and NZ HC	Partnership engagement lead within MC/implementing partner
Goal 5: Develop ways to manage the Education Sector's resources sustainably Developing effective leadership development systems for IA and education providers is central to managing resources sustainably. Like all education systems, the ES in Samoa will have to make difficult decisions about priorities and trade-offs between competing objectives. Determining the most efficient and effective ways to deliver programmes will assist with this as will good feedback on what is working most effectively to inform future decision making. A longer term perspective on future resourcing needs and sources of funding will also assist with decision making. Adopting systematic and context appropriate approaches to leadership development will help to ensure that the ES is well led not just in the short-term but over time.							

Annex D: ESSP Monitoring, Evaluation and Learning

Introduction

This annex outlines the approach that has been taken to developing the Monitoring, Evaluation and Learning (MEL) framework for the ESSP including its inter-relationship with the ESP MEL, a suggested approach for evaluating the value add of the ESSP relative to the ESP, and the proposed processes for review. The MEL framework suggests questions to be used in the annual reviews. These questions are intended to focus not only on whether activities have been completed, but also to promote a discussion about what change has happened, what has been learnt and what needs to happen next.

Draft terms of reference for the mid-term review and final review TA are included at the end of this annex.

Background

The ESSP MEL Framework is designed to operate in a way that is consistent with the intent of the overall ESSP sector budget support modality. It aims to support and operate in conjunction with the ESP MEL processes and procedures, with a focus on learning and resultant iterative improvements to key strategies and activities. The ESSP MEL Framework concentrates its attention on *a selection of indicators that have been drawn directly from the ESP,* seeing these as critical contributors to the overall success of the ESP. By setting up the ESSP MEL approach to integrate with the ESP MEL work of the ESCD and the ESWG, the intention is to create a learning environment that enables these bodies to supply the ESAC with reports that set out the ESP performance strengths and weaknesses, and recommend actions and revisions based on strong evidence.

This emphasis on learning and growth is particularly important given that many of the indicators in the ESP are output indicators. The outputs targeted are important steps in the journey to the ultimate goals of the Samoan education sector, however it will be vital to maintain ongoing broader discussion about the extent to which these outputs are leading to improvements in the classrooms and tutorial rooms across the country. An openness to adjusting targets and creating new indicators to reflect the need for new and different data will be a critical aspect of the of the ESSP MEL Framework and the way it connects with the ESP MEL.

The ESSP MEL Framework has a second separate matrix with *five additional indicators* which specifically monitor the performance of the ESSP. The ESSP Theory of Change and Program Logic presents a particular rationale about how and why the budget support modality can be an effective approach in the current Samoan education context. It is important to have indicators which address this ESSP model directly.

Overall, the performance framework needs to be structured in a way that will enable key evaluation questions such as the following to be answered:

Effectiveness: To what extent has the ESSP contributed to improvement in learning and enhanced educational access and opportunities?
Relevance: To what extent is the design of the ESSP relevant to the key issues facing the education sector in Samoa?
Efficiency: To what extent is the implementation of the ESSP being managed efficiently?

Sustainability: Are the benefits of the ESSP likely to be sustainable?

To help address questions such as these, the ESSP MEL Framework which follows has been separated into two parts: part one contains the indicators taken directly from the ESP MEL Framework, part two contains the ESSP-specific indicators. Considered together, this should provide a strong overall picture of the ESSP contribution to the development of the Samoan Education Sector.

ESSP MEL Framework – Part One

This section of the Framework contains the 21 indicators taken directly from the ESP MEL Framework. The Framework (Part One) uses close to the same structure and format as the ESP Framework to reflect the consistency of content. The indicators and associated elements - baselines, targets, data collection and calculation methods – are all the same as found in the ESP. In terms of data collection, disaggregation by gender occurs in all indicators involving student performance, participation and completion.

The Framework has three columns which are not found in the ESP MEL Framework:

- A*nnual review performance questions* – This column contains standard evaluation questions (e.g. was the target achieved?), but also questions designed to encourage meaningful discussion during the annual review process about the way forward e.g. does an indicator needs to be revised to make it more useful? Now this output has been completed, is a new follow-up outcome indicator needed? Has activity x been completed? If yes, is it proving to be effective? The answers (or the need for answers) to these questions may point towards new indicators and/or recommendations regarding new activities. Encouraging this sort of review approach is important in a situation where there are few indicators in the ESP MEL Framework that directly address intermediate outcomes such as changes in teacher knowledge, confidence, and classroom practice.

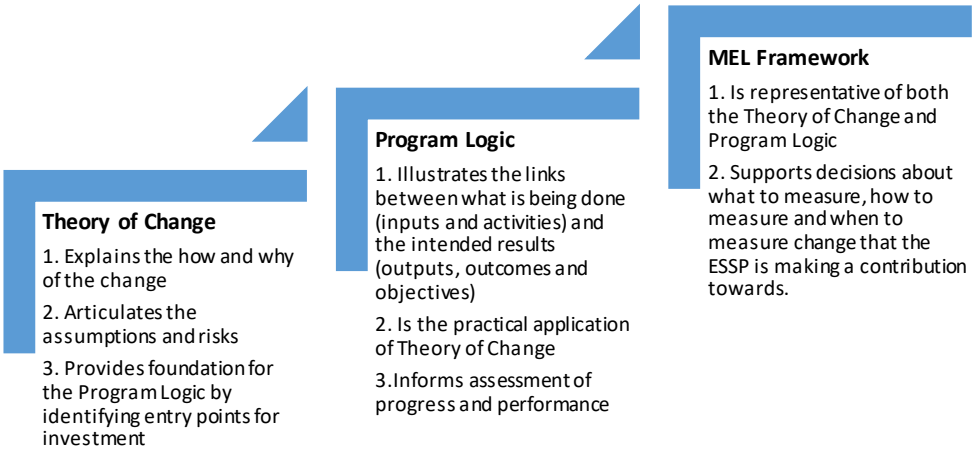
  For each priority area, the listed questions begin with core evaluation questions linked to the relevant target, and they then progressively become broader to encourage thinking about the progress being made in the particular area of education, and the extent to which the necessary evidence is available. At each scheduled review/evaluation point, it will be important for the reviewers to engage with those questions that are relevant at the point in time at which they are operating. It is anticipated that this process will lead to recommendations for revision to the MEL Framework and Implementation Plan going through the ESWG to the ESAC, along with a strong supporting rationale. This is the sort of practice that has been sought in the past but which has not regularly occurred.

- *Associated Activities* - To support breadth of thinking during the annual review process, a column containing key *associated activities* from the ESP Implementation Plan has been added. The identification of these activities in the ESSP does not mean that they should be prioritised by the ES ahead of other activities listed in the Implementation Plan. Rather they have been highlighted by the ESSP as being of particular interest and worthy of discussion during the annual review process.
- *Associated Technical Assistance* column – this is included to ensure that the TA that has been identified by the design as being of value in supporting the achievement of the selected indicators is taken into account during the review discussion. These TA recommendations have been incorporated in the ESSP budget for delivery through a TA facility. The decision about whether to engage the TA remains with the ES.

ESSP MEL Framework – Part Two

It will be important to be able to make an informed judgement as to the extent to which the ESSP approach has contributed to any changes/improvements that are achieved in the ESP. Demonstrating a causal/contributory link is a challenge for the ESSP in relation to the budget support modality. This modality does not tag any specific ESP strategies or activities to the ESSP funding – it is in the hands of the IAs to decide on how the funds can best be spent. Making claims about the effectiveness of the ESSP because ESP outputs and outcomes have been achieved will not necessarily be reasonable.

Part One of the MEL Framework will provide vital but ultimately insufficient information to enable the DPs to decide if the budget support approach is the most appropriate, or whether other approaches might be more effective. The Theory of Change and Program Logic underpinning the ESSP MEL Framework is an important reference point against which the contribution of the ESSP can be monitored and evaluated. The following diagram sets out the relationship between the Theory of Change, Program Logic and MEL Framework:



The ESSP-specific indicators in Part Two are derived from the five elements that the ESSP Theory of Change identifies as contributing to the success of the ESP. For each of these elements there is both a qualitative and quantitative dimension in the data that needs to be collected and analysed to reach a conclusion on issues such as effectiveness, efficiency and relevance. With each indicator it will be possible in simple terms to say whether, for example, the policy dialogue has occurred, funding has been utilised, or TA has/has not been engaged. But in each case this will provide only part of the story. The rationale, thinking and discussion that sits behind the actions that are taken (or not taken) also needs to be taken into account. The ultimate test of the ESSP is whether it is contributing to an environment where the Education Sector is making informed decisions about how to use the ESSP funds in a way that contributes to improvements in the student experience. This does not need to equate with all recommendations within the ESSP being taken up by the ES.

To capture this range of qualitative and quantitative data, simple rubrics have been developed for each of the five indicators.[79] This methodology requires a mix of data to be gathered and integrated, enabling an overall judgement on the standard being reached. The data will be gathered through an analysis of documentation and interviews with a cross-section of key stakeholders by external reviewers during the annual reviews, the mid-term review and the end-of-program review. The MEL Framework (Part Two) which follows sets out proposed rubrics for each of the indicators.

ESP MEL Processes and Procedures

The ESSP MEL Framework (part one) will both support and draw from the ESP MEL Framework processes and procedures. These are as follows, as set out in the ESP 2019-2024:

a. Responsibilities for the ESP MEL

The IA focal points, supported by ESCD, are responsible for monitoring indicators and reporting progress towards targets. Within each IA, the planning divisions will use this information each month to review their annual management plans and budget performance measures. Each quarter, IAs submit progress reports to ESCD and include data as it becomes available.

At MESC, PPRD is responsible for collating data to monitor all activities relating to schools. To do this, it will use the MESC's management information system plus additional data related to assessment, teacher appraisals, professional development and school operations.

At SQA, RPPD is responsible for collating data to monitor all activities related to quality assurance, research, enrolment and achievement at PSET level, which includes NUS as a PSET provider.

At NUS, the Governance, Planning and Policy Department (GPPD) is responsible for collating data relating to student enrolment and achievement, with a specific focus on teacher graduates and quality assurance.

At Sector level, ESCD is responsible for collating all data to monitor ESP (2019-2024) using the MEL Framework. When SEMIS is established, data will be entered at agency level and shared across the three IAs. To do this, the ESCD needs to share information with the IAs. Because this information is confidential, a memorandum of understanding between the IAs will be agreed. ESCD will use this information to draft reports to the ESAC and the Cabinet Development Committee.

b. Annual reviews

Each November the Sector will convene a public consultation to present the Annual Review Report (ARR) to ESAC and stakeholders. Before each annual review, the Education Sector Coordinator will provide participants with:

- A report on performance in the education sector since the last annual review. This report will include data on progress against the MEL; analysis of major problems to be overcome in the next year; recommended actions to be discussed during the review; and recommended changes to the MEL.

[79] For more on the value of rubrics when seeking to integrate qualitative and quantitative data to make judgements see: *King, J. and OPM (2018) The OPM approach to assessing value for money: A guide. Oxford: Oxford Policy Management Ltd.*

- A financial report that shows how the sector's expenditure was financed, and compares budgeted with actual expenditure in the previous year (using an annual accounts format agreed with the MoF and DPs).
- An updated MTEF and risk management matrix.

c. Mid Term ESP Review

It is expected that the annual review scheduled between October and November 2022 will include a mid-term review of ESP 2019-2024. Stakeholders will be invited to contribute to an independent review of how ESP 2019-2024 is being implemented.

The review will focus on measuring outcomes, effectiveness, efficiency, equity, intermediate impact, lessons learned and sustainability. The ESWG will design a Terms of Reference that identifies the review's scope, ESAC will approve these and ESCD will take responsibility for contracting an external review team.

d. End-of-term ESP Evaluation

An end-of-term review of ESP 2019-2024 is scheduled to take place during the second quarter of year 5 (October to December 2023). This timing will allow the sector to include the review's findings and recommendations in its process to plan the next five-year ESP.

In preparing for the end-of-term review, it is vital to provide adequate lead in time for the external review and design process. It is expected that the review will be finalised with sufficient time to complete the design for ESP 2025-30 before the current plan and funding arrangements expire.

ESSP MEL integration with the ESP MEL process and procedures

As explained in the main body of the paper, there are numerous reasons to bring together the ESP and ESSP review processes, rather than running them independently. These reasons include:

- Both the ESP and ESSP have the following monitoring and evaluation inputs scheduled to take place at regular points over the span of their programs:
    - Annual reviews
    - Mid-term review
    - End-of-program review
- The core indicators of the ESSP are taken directly from the ESP, so the data required is identical
- Having a single review process will mean that IAs only need to provide information once, rather than dealing with two separate processes
- The coordinated process creates an opportunity to integrate IA capacity building with the review process
- Less resources (both internal to the IAs and external) will be required overall through economies of scale.

The integrated processes and procedures will be as follows.

a. Annual Reviews

In ESSP 2015-18, an Independent Verification Process (IVP) took place each year, looking in detail at the agreed key performance indicators selected from the ESP M&E Framework, where the

achievement of pre-determined performance milestones was required to trigger the release of funds. While the performance trigger mechanism has not been retained in the ESSP 2020-24 modality, there remains value in externally reviewing the results reported against each of the ESP indicators that make up the ESSP MEL framework.

By retaining an annual external ESSP review process involving a MEL Specialist, there is an opportunity to integrate work with the ESP annual review process, creating an environment where a combination of collegiality and capacity building can take place. This collaboration would have the following features:

- The ESSP independent review activity to take place during the September/October annual ESP review process, enabling the MEL specialist to work in collaboration with the ESCD MEL Officer and the ESWG
- The MEL specialist to focus in particular on the ESP indicators selected by the ESSP, verifying the data collected and the performance in relation to those indicators
- The MEL specialist to support the ESCD MEL Officer and the MEL-responsible staff in the IAs in bringing together the data required more broadly for the ESP annual review
- Facilitation of a 2-day workshop with the MEL officers from across the IAs to prepare for the annual review, with a focus on identifying elements to recommend for revision, removal or addition. The workshop will provide an opportunity for both collaborative activity and capacity building
- The MEL specialist will also be responsible for reviewing the ESSP-specific indicators to assess how they are progressing.

This approach presents a significant opportunity to work alongside key MEL staff in the IAs in an on-the-job capacity building role. Discussing in detail the data gathering and analysis related to key ESP indicators opens the door to important learning opportunities, as well as being a quality assurance mechanism for the annual MEL reporting to ESWG and ESAC. The draft ToR for the MEL specialist role can be found in Annex G.

Mid Term ESP/ESSP Review and End-of-program ESP/ESSP Review

Both the ESP and ESSP use external teams for their major mid-term and end-of-program reviews. The ESP annual review scheduled for October/November 2022 is planned to incorporate a mid-term review of the ESP from 2019 to 2022. The end-of-program ESP review is scheduled for the second quarter of Year 5 (October to December 2023).

The ESSP will also implement a mid-term and end-of-program review. Given that so much of the ESSP MEL Framework directly corresponds to the ESP MEL Framework, there is the opportunity to arrange for one external team to complete both the ESP and ESSP mid-term review and end-of-term review. Such an approach would significantly reduce the burden on the IA staff involved in the data collection, analysis and reporting processes – previously they have had to provide much the same support and data to two separate review teams.

Specific Terms of Reference for the ESP/ESSP mid-term review and the ESP/ESSP end-of-term review can be found at the end of this Annex. The format and content of the ESP and ESSP reports will need to be specific to their respective needs, however overall there are great efficiencies to be found in consolidating these activities.

In simple terms, a combined ESP/ESSP review will include:

- An assessment of progress and performance against all ESP indicators (a number of which are incorporated in the ESSP MEL framework)
- An assessment of progress and performance against the additional ESSP-specific indicators
- A review of the overall results with accompanying recommendations regarding adjustments to plans and revision of activity where necessary.

ESSP MEL Framework – Part One

Priority Area: Inclusive Education

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
Greater access to education for young people with a disability	18. Number of students with a disability enrolled at all levels	2.1.1: Build the capacity of teachers and teacher aides to meet IE standards in all schools 2.1.2: the development of national screening programmes to identify and support children with disabilities 2.1.3: Develop systems and processes to transition children with disabilities from ECE to PSET 2.1.4: Monitor progress and update the IE implementation Plan (2016-20)	Total: 270 Primary: 258 Male: 166 Female: 92 Secondary: 12 PSET data collection processes established in 2019-20	Total: 275 Primary: 262 Male: 169 Female: 93 Secondary: 13 PSET baseline set	Total: 278 Primary: 266 Male: 171 Female: 95 Secondary: 14 PSET: TBC	Total: 281 Primary: 269 Male: 173 Female: 96 Secondary: 15 PSET: TBC	Total: 284 Primary: 271 Male: 174 Female: 97 Secondary: 16 PSET: TBC	MESC	Have the targets been met? What factors have enabled or prevented the meeting of targets? Do the targets need to be adjusted? How have the skills and confidence of teachers and teacher aides in IE changed following capacity development activities? How are children with disability being identified and reported to MESC? How are students with disability being referred to support services, what are the barriers to/facilitators of this? What are the factors which enable or limit the transition of students with disability between ECE, special, primary, secondary and TVET schools? To what extent has the IE Policy Implementation Plan been actioned? Are there new indicators that should be considered to assess the effectiveness of these outputs?	Inclusive Education Specialist EMIS Specialist: Disability Data Disaggregation
Improved quality of teaching	19. Number of primary & secondary teachers (including principals) receiving training on the IE practices		No baseline in place	TBC	TBC	TBC	TBC	MESC NUS		
Improved support for students with a disability	20. Number of students with a disability who have a current Individual Education Plan		No baseline in place	TBC	TBC	TBC	TBC	MESC NUS		

Priority Area: Capacity Development

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
Improved learning outcomes at all levels	1. % of Year 4 primary school children at Government Schools meeting a minimum of Level 3 for Literacy and Numeracy	1.2.6: Deliver on-going training on the use of curriculum resources and materials 1.3.1: Increase the supply of qualified teaching staff through pre-service and in-service training 1.3.2: Enhance in-service professional development school-based support to build capacity for: teaching staff at	**Year 4 English** Boys: 24% Girls: 40% **Year 4 Samoan** Boys: 26% Girls: 36% **Year 4 Numeracy** Boys: 20% Girls: 29%	**Year 4 English** Boys: 26% Girls: 42% **Year 4 Samoan** Boys: 28% Girls: 38% **Year 4 Numeracy** Boys: 22% Girls: 31%	**Year 4 English** Boys: 27% Girls: 43% **Year 4 Samoan** Boys: 29% Girls: 39% **Year 4 Numeracy** Boys: 23% Girls: 32%	**Year 4 English** Boys: 28% Girls: 44% **Year 4 Samoan** Boys: 30% Girls: 40% **Year 4 Numeracy** Boys: 24% Girls: 33%	**Year 4 English** Boys: 29% Girls: 45% **Year 4 Samoan** Boys: 31% Girls: 41% **Year 4 Numeracy** Boys: 25% Girls: 34%	MESC NUS	Have the targets been met? If not, why not? For example, is the timeframe proving too short to expect to see students' performance measurably improved? Are there signs /evidence that things are moving towards improved student performance? For example, are improved ways of providing	1. Literacy & Numeracy (Primary Education) Specialist 2. Primary Curriculum Evaluation Specialist 3. Education Specialist (to review Professional development for primary schools)

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
	2. % of Year 6 primary school children at Government Schools meeting a minimum of Level 3 for Literacy and Numeracy	all levels 4.2.2 Monitor and review implementation of the Education Sector Research Strategy and Action Plan 2017-2020 4.2.3 Disseminate the findings of sector research and reviews 5.1.4: Improve the effectiveness of management and leadership in schools and PSET providers [80]*ESSP recommended Activity 1: Initiative to Review of current policy and practice in the teaching of*	**Year 6 English** Boys: 19% Girls: 36% **Year 6 Samoan** Boys: 59% Girls: 81% **Year 6 Numeracy** Boys: 39% Girls: 59%	**Year 6 English** **Boys: 21%** **Girls: 38%** **Year 6 Samoan** **Boys: 61%** **Girls: 83%** **Year 6 Numeracy** **Boys: 41%** **Girls: 61%**	**Year 6 English** **Boys: 22%** **Girls: 39%** **Year 6 Samoan** **Boys: 62%** **Girls: 84%** **Year 6 Numeracy** **Boys: 42%** **Girls: 62%**	**Year 6 English** Boys: 23% Girls: 40% **Year 6 Samoan** Boys: 63% Girls: 85% **Year 6 Numeracy** Boys: 43% Girls: 63%	**Year 6 English** Boys: 24% Girls: 41% **Year 6 Samoan** Boys: 64% Girls: 86% **Year 6 Numeracy** Boys: 44% Girls: 64%		professional development having an observable and sustained impact on teachers' knowledge, skills, attitudes, confidence? Is this in turn leading to improving their literacy and numeracy teaching? Are classrooms becoming better resourced with relevant, effective teaching and learning materials for literacy and numeracy? To what extent are teachers aware of and implementing the Safe Schools Policy? If the ESP indicators are proving unrealistic, should consideration be given to revising	

[80] Activities in red italics have been recommended by the ESSP design and are not currently in the ESP Implementation Plan. They are consistent with the direction and intent of the ESP.

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
	4. Percentage (%) of SSC students meeting a minimum of L2 in English and Samoan 5 Percentage (%) of SSC students meeting a minimum of L2 in Maths and Science	*literacy and numeracy in Samoa's primary schools* *ESSP recommended Activity 2: Review of the relevance and effectiveness of in-service professional development for primary school teachers and principals.*	**English** Male 34% Female 47% **Samoan** Male 62% Female 72% **Maths** Male 5% Female 5% **Biology** Male 8% Female 10% **Chemistry** Male 10% Female 16% **Physics** Male 36% Female 38%	**English** Male 36% Female 49% **Samoan** Male 64% Female 74% **Maths** Male 7% Female 7% **Biology** Male 10% Female 12% **Chemistry** Male 12% Female 18% **Physics** Male 38% Female 40%	**English** Male 37% Female 50% **Samoan** Male 65% Female 75% **Maths** Male 8% Female 8% **Biology** Male 11% Female 13% **Chemistry** Male 13% Female 19% **Physics** Male 39% Female 41%	**English** Male 38% Female 51% **Samoan** Male 66% Female 76% **Maths** Male 9% Female 9% **Biology** Male 12% Female 14% **Chemistry** Male 14% Female 20% **Physics** Male 40% Female 42%	**English** Male 39% Female 52% **Samoan** Male 67% Female 77% **Maths** Male 10% Female 10% **Biology** Male 13% Female 15% **Chemistry** Male 15% Female 21% **Physics** Male 41% Female 43%		them to make them more useable?	

Priority Area: Early Childhood Education

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
Increased participation and completion rates at all levels	17. Number of ECE centres meeting Minimum Services Standard	1.2.4: Implement the ECE Curriculum Guidelines and the Teachers' Manual 2.4.2: Promote and regulate ECE minimum service standards	No baseline in place (to be established in 2019-2020)	TBC	TBC	TBC	TBC	MESC	Has the target been met? If yes, does the rate of increase in the numbers of ECE centres meeting MSS standards seem appropriate? Are teachers becoming confident using the new guidelines and teachers' manual? Do ECE teachers understand the expectations of the MSS Standards? Are there improvements in teaching and learning in those centres that have reached the MSS standards? As ECE provision expands under the universalization policy, are newly established ECE centres being adequately supported to achieve the MSS standards? Does the ESP indicator need modifying? If so, how and why?	-

Priority Area: Technical and Vocational Education and Training

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
Increased participation and completion rates at all levels	13. Gross Enrolment ratio in formal PSET by gender (ratio & numbers)	2.3.4: Develop and implement bridging programmes to support student transition to PSET 3.1.1: Increase the number of accredited PSET programmes & recognised non formal learning activities available 3.1.2: Finalise and monitor the implementation of the National TVET Strategy and Policy Framework 3.1.3: Strengthen existing & build new partnerships to ensure training is relevant to industry needs 3.1.4: Apply research findings (tracer studies, employer surveys, labour market analysis) to continuously improve delivery & relevance of programmes 3.3.2: Develop the pathway from secondary schools to	Male 20.5% (1436 students) Female 19.7% (1190 students)	Male 23% Female 22%	Male 24% Female 23%	Male 25% Female 25%	Male 26% Female 26%	SQA	Have the targets been achieved? If not, have the barriers been identified and addressed? Do the targets need to be revised? Are new indicators required? What are the student participation rates in the secondary TVET programmes? Are there schools in which secondary TVET is particularly successful? If yes, what are the key reasons for the success? What is happening to transition from school TVET and bridging programmes to	
Increased employment rates for PSET graduates	22. Process for PSET providers to report on graduate employment outcomes each year established & implemented		No baseline in place	NA	Baseline to be set in Year 2, target to set once baseline established	To be confirmed	To be confirmed	SQA NUS		
	23. % of employers of PSET graduates satisfied with application of graduates' knowledge and skills in the workplace		98%	NA	NA	95%	NA	SQA		
Increased pathways for secondary students	26. % of Government Secondary schools providing at least 3 repackaged TVET programmes		No baseline in place	NA	Baseline to be set in Year 2, target to set once baseline established	To be confirmed	To be confirmed	MESC		

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
		PSET							TVET programmes? What is research showing about the outcomes for graduates and employer views of graduate competency?	

Priority Area: Information Communication and Technology

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
More decision-making is informed by data analysis, research, policy and reviews	30. SEMIS project delivered	2.2.1 Establish and maintain online distance learning platforms across the sector 2.2.2 Improve infrastructure to support teaching and learning in a digital environment 2.2.3 Deliver capacity building programmes for teaching staff on the use of ICT in learning environments 2.2.4 Establish access to e-library resources to assist teaching and learning 4.3.1: Design and deliver the Samoa	Not applicable	Not applicable (Feasibility Study completed previous year)	Internal review	Not applicable	Completion of SEMIS pilot	NUS SQA MESC	Has the SEMIS design been scoped, a Project Design Document completed and approved by all IAs? Has the ICT Policy been completed? If yes, has the policy had a positive impact on practice? Has the SEMIS pilot been completed? If yes, have the lessons learned been implemented? Have recommendations been made regarding implementation of the policy? If yes, have the recommendations been acted on? In what areas is SEMIS live and available? Who is capturing data and what data are they capturing? Who is using that data to make decisions? To what extent has disability data collection and analysis been incorporated into SEMIS? How is the SEMIS budget tracking? Is decision making more informed by data analysis, research and policy?	Short-term TA for SEMIS Project Design Long-term TA for SEMIS Implementation Short-term TA for Organisational Cultural Change EMIS Specialist: Disability Data Disaggregation

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
		Education Management Information System (SEMIS) project 4.3.2: Build sector capacity to support the implementation of SEMIS								

Priority Area: Gender

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
Increased participation and completion rates	10: Percentage (%) of ECE age students enrolled in ECE (by gender)	2.3.2: Identify and address gender disparity in participation & achievement *ESSP recommended Activity 1: A gender analysis of education curricula.* *ESSP recommended Activity 2: Research into the reasons underpinning the disparity in participation & achievement of boys and girls at all levels of school*	Total: 29% Males: 27% Female: 32%	Total: 45% Males: 45% Female: 45%	Total: 60% Males: 60% Female: 60%	Total: 70% Males: 70% Female: 70%	Total: 80% Males: 80% Female: 80%	MESC	Have the targets been met? Do any targets need to be adjusted? To what extent has research into gender disparity in education been undertaken, and recommendations implemented? What factors enable implementation of the gender disparity research recommendations? What factors prevent implementation of the gender disparity research recommendations? How is enrolment of male and female students changing, and what factors or efforts are contributing to this? What is the completion rate for students with disabilities and how is this changing?	Gender Adviser
	11. Percentage(%) of children commencing Year 1 Primary and completing Year 8		Total: 77% Males: 78% Female: 76%	Total: 83% Males: 83% Female: 83%	Total: 85% Males: 85% Female: 85%	Total: 86% Males: 86% Female: 86%	Total: 87% Males: 87% Female: 87%	MESC		
	12: Percentage (%) of students commencing Year 9 and completing Year 12, and Year 13		**Year 12** Total: 53.7% Males: 43% Female: 65.2% **Year 13** Total: 45.7% Males: 26.2% Female: 45.7%	**Year 12** Total: 55% Males: 45% Female: 67% **Year 13** Total: 48% Males: 29% Female: 47%	**Year 12** Total: 56% Males: 46% Female: 68% **Year 13** Total: 49% Males: 30% Female: 48%	**Year 12** Total: 57% Males: 47% Female: 69% **Year 13** Total: 50% Males:31% Female:49%	**Year 12** Total: 58% Males: 58% Female: 70% **Year 13** Total: 51% Males: 32% Female: 50%	MESC		
	13: Gross Enrolment in formal PSET (ratio and numbers)		**Male** 20.5% (1436 students) **Female** 19.7% (1190 students)	Male 23% Female 22%	Male 24% Female 23%	Male 25% Female 25%	Male 26% Female 26%	SQA		

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
	14: Gross Graduation ratio in PSET by gender (and actual numbers)		Male 38.2% (1726 students) Female 39.5% (861 students)	Male 40% Female 42%	Male 41% Female 42%	Male 43% Female 43%	Male 44% Female 44%	SQA	(available from year 3, after the disability disaggregation system has been integrated into an upgraded SEMIS) Are there any unexpected positive or negative consequences?	

Priority Area: Climate Change and Disaster Resilience

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
More decision-making is informed by data analysis, research, policy and reviews	34. Sector climate change and disaster risk resilience strategy finalised	4.2.1: Develop & implement a sector climate change & disaster risk resilience strategy to reflect IA and national action plans.	Not applicable	Strategy completed Quarter 3	TBC	TBC	TBC	MESC NUS SQA	Is the Climate Change and Disaster Resilience (CCDR) Strategy & Implementation Plan completed? Once completed: What indicator(s) from the strategy could be included in ESP and ESSP M&E Frameworks? Are actions being undertaken to implement the CCDR Strategy in accordance with Implementation Plan? Have the outcomes of the APCP Climate Change Skills Audit been considered in the actions to mainstream CCDR?	Short-term TA to develop CCDR Strategy – (CCDR Strategy Adviser) Longer term TA for support for implementation of the CCDR Strategy in accordance with the Implementation Plan (CCDR Adviser)

Priority Area: Governance

Results Statement	Indicator	Associated activities	Baseline 2017-18	Target values				Data collection	Annual Review performance questions	Associated technical assistance
				Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24			
More decision-making is informed by data analysis, research, policy and reviews Maintain efficient management of all sector coordination responsibilities	31: Sector implementation of work plans & expenditure monitoring submitted to ESAC within a month of expected timeframes	4.1.2: Maintain reporting and planning schedules detailed in the ESP 2019-24 5.1.1: Develop and implement a Sector Capacity Development plan for IA staff 5.1.2: Strengthen ESCD capability to meet sector expectations & coordination responsibilities 5.3.1: Strengthen financial management processes for disbursement & acquittal of financial expenditure each quarter	20%	60%	80%	80%	100%	MESC NUS SQA	Have the targets been achieved? If not, have the barriers been identified and addressed? Do the targets need to be revised? Are new indicators required? Is the IA professional development plan being implemented?	IVP/Annual Review M&E specialist (annual short-term appointment)
	36: MTEF revised annually to meet MoF requirements and planning cycle due dates		Not applicable	Reviewed & revised MTEF approved	Reviewed & revised MTEF approved	Reviewed & revised MTEF approved	Reviewed & revised MTEF approved	MESC NUS SQA		
	37: Sector management documents revised annually: 1. Risk Management 2. MELF 3. Sector workplans and budgets		Not applicable	All documents reviewed updated	All documents reviewed and updated	All documents reviewed and updated	All documents reviewed and updated	MESC NUS SQA		

ESSP MEL Framework – Part 2

ESSP-Specific MEL Framework

Indicator	Unit of Measurement	Targets				Data source/ Method	Data Collection
		Yr 1 2020-21	Yr 2 2021-22	Yr 3 2022-23	Yr 4 2023-24		
1. Utilisation of ESSP funding allocation	Performance rating according to indicator rubric	Minimum of *Satisfactory* rating	To be set following Year 1	To be set following Year 2	To be set following Year 3	ESAC, ESCD, ESWG, MoF Key informant interviews, analysis of financial records	IVP MEL specialist, mid-term review team, end-of-program evaluation team
2. Policy dialogue	Performance rating according to indicator rubric	Minimum of *Satisfactory* rating	To be set following Year 1	To be set following Year 2	To be set following Year 3	ESAC, ESCD Key informant interviews, review of meeting minutes, session observation (if possible)	IVP MEL specialist, mid-term review team, end-of-program evaluation team
3. Take up of funded technical assistance recommendations,	Performance rating according to indicator rubric	Minimum of *Satisfactory* rating	To be set following Year 1	To be set following Year 2	To be set following Year 3	ESAC, ESCD, ESWG, teams where TA assigned, TAs Analysis of documentation, key informant interviews	IVP MEL specialist, mid-term review team, end-of-program evaluation team
4. Implementation of additional activities recommended by ESSP	Performance rating according to indicator rubric	Minimum of *Satisfactory* rating	To be set following Year 1	To be set following Year 2	To be set following Year 3	ESAC, ESCD, ESWG Analysis of documentation, key informant interviews	IVP MEL specialist, mid-term review team, end-of-program evaluation team
5. Support for innovative partnerships	Performance rating according to indicator rubric	Minimum of *Satisfactory* rating	To be set following Year 1	To be set following Year 2	To be set following Year 3	ESAC, ESCD, ESWG, ES teams directly involved in linkages, partners Analysis of documentation, key informant interviews	IVP MEL specialist, mid-term review team, end-of-program evaluation team

ESSP-specific Indicator Rubric

Background

The following rubrics are to be used by the external MEL specialists during the annual review process, the mid-term review and the end-of-program review. The focus of these ESSP-specific indicators is on the ESSP modality itself, and the contribution of the DPs to policy dialogue over the course of the ESSP. The data required will be available through reviews of the ESAC and ESWG meeting minutes, and semi-structured interviews with selected key informants across the IA, DP representatives, TAs and external partners.

The external MEL specialists will present a short report to the DPs and the wider ESAC on performance against the ESSP-specific indicators following the annual review process, the mid-term review and the end-of-program review. Each report will document the standard achieved against the criteria set for each indicator, along with a brief description of the evidence gathered in support of the findings. The reports will not, at least in the first two years of the ESSP, aggregate performance against each indicator so that overall judgement can passed on the performance of the ESSP. Rather they will provide formative input for discussion at the ESAC, where there can be consideration of areas of strength as well as identification of opportunities to further strengthen the impact of the ESSP. The intent of these indicators is to collect data to enable learning discussions, so that the DPs and senior ES stakeholders can make adjustments to practice to maximise the value of the ESSP modality.

This instrument is not intended to require complex, detailed data collection – the purpose is to provide a broad, overall indication of the extent to which the logic which underpins the budget support modality is playing out in reality. Given its formative nature there will be the opportunity to adjust and improve the rubrics as lessons are learned over the course of the ESSP. By the time of the end-of-term review the instrument should be robust. At this point there is likely to be value in looking at the data gathered through the rubrics to assist in making judgements about the efficiency, effectiveness and relevance of the ESSP budget support modality. This overall judgement will be based upon:

- The extent to which the ESP has achieved the key outcomes identified at critical to the development of the Samoan education sector (ESSP MEL Framework Part One)
- The extent to which the ESSP has made a contribution to the achievement of the ESP outcomes (ESSP MEL Framework Part Two).

Indicator 1: Utilisation of ESSP funding allocation

The ESSP budget allocation contributes significantly to covering the shortfall between the GoS ES budget allocation and the MTEF costing for the full delivery of the ESP. This means that the ESSP funds should enable a range of planned activities to take place that otherwise could not have been implemented because of the budget shortfall. If the ESP is being efficiently implemented and the ESSP is making an important financial contribution, then expenditure of both the ESP and ESSP budgets should be close to the full budgeted allocation. The ESSP budget is not tagged to specific activities – however, regular financial reports on the use of the ESSP funds will be provided.

Criteria	Standards		
	Strong	**Satisfactory**	**Poor**
Extent of expenditure of ESSP funds	At least 90% of the allocated ESSP budget has been expended.	Between 75 to 89% of the allocated ESSP budget has been expended.	Less than 75% of the allocated ESSP budget has been expended.
Quality and timeliness of reporting on expenditure of ESSP funds	Clear ESSP budget expenditure reports have been provided in a timely manner by each IA at all formal review points.	Clear ESSP budget expenditure reports have been provided in a timely manner at the majority of formal review points.	ESSP budget expenditure reports have been at times, unclear, and often not provided in a timely manner by one or more IAs at formal review points.

Indicator 2: Policy dialogue

A key element of the sector budget support modality is the emphasis placed on meaningful and effective policy dialogue between the DPs and key ES officials. The model is premised on fundamental DP support for the direction being taken by the GoS in the education sector, an acknowledgement that Samoa is driving its education policy direction, and a DP willingness to provide untagged funds to be managed within the GoS financial systems. The trust and respect this approach represents should open the way to regular dialogue on high level education policy issues, where all parties share their views in the best interests of the Samoan education sector, and all are open to learning and adjusting perspectives. This rubric seeks to build a picture of the extent to which such policy dialogue takes place on a regular basis, supports decision-making, and is appreciated and valued by all involved.

Criteria	Standards		
	Strong	**Satisfactory**	**Poor**
Value of DP contribution	DPs are active participants in education sector policy dialogue, and ESAC members highly value the contribution of DP representatives. There is a documented record of key policy decisions being taken following discussion in ESAC meetings and out-of-session discussions.	Most ESAC members agree that there is value in the DP contribution to policy-related discussions. There are some indications in the ESAC records that the policy discussion taking place between ESAC members has influenced decision-making.	DPs believe they have limited meaningful input to policy discussions, and there is little indication the key policy-related decisions have been influenced by discussion in ESAC meetings.
Extent of learning through participation in policy dialogue	All ESAC members believe they have benefited significantly from participation in policy discussions in terms of their knowledge of the sector and the key policy issues.	Most ESAC members see value in the policy dialogue that takes in ESAC meetings, and believe they have learned some things of value.	Most ESAC members see limited value in the policy dialogue in terms of learning and sharing of knowledge.

Indicator 3: Take up of funded Technical Assistance recommendations

The ESSP design has proposed a set of technical assistance assignments it is believed can make an important contribution to the achievement of the ESP indicators and activities the ESSP has identified as being of particular importance to the broader ESP. It is up to the decision-makers within the ES as to whether some or all of these TA recommendations are taken up. The value of this component of the ESSP will be judged by the extent to which (i) the TA assignments are filled, (ii) there is meaningful discussion about each proposed assignment regardless of whether or not it is ultimately filled, and (iii) there is positive feedback regarding the active TA assignments.

Criteria	Standards		
	Strong	**Satisfactory**	**Poor**
Number of ESSP-recommended TA assignments filled	Most of ESSP-recommended TA assignments have been filled.	Around half of ESSP-recommended TA assignments proposed been filled.	Few of ESSP-recommended TA assignments proposed have been filled.
Decision-making process regarding filling of TA assignments	There was a clear decision-making process regarding the available TA assignments, and those not filled have either been delayed or not filled after careful consideration.	Most of the available TA assignments were discussed by key decision-makers, and in most cases there was a clear reason why some assignments were not filled.	There was little discussion regarding the TA assignments, and the unfilled assignments were either considered unnecessary or were not discussed.
Feedback on value of the recommended TA assignments that filled and delivered	Nearly all TA hosts and TAs believe the assignments have been worthwhile, and can provide evidence of effectiveness.	A majority of TA hosts and TAs believe the assignments have been worthwhile, and can provide some evidence of effectiveness.	A minority of TA hosts and TAs believe the assignments have been worthwhile, and can provide limited evidence of effectiveness.

Indicator 4: Implementation of additional activities recommended by ESSP

The ESSP has recommended a small number of additional activities in the priority areas of *capacity building* and *gender*. They all involve research/review of areas of critical importance, and the information they provide has the potential to make an important contribution to the achievement of key goals of the ESP. TA support for these activities has been included in the ESSP budget. The decision as to whether to take up these activities lies with the Samoan ES. The effectiveness of this component of the ESSP will be judged by (i) whether the activities are taken up, (ii) the extent to which the recommendations stimulate discussion in the ES, and (iii) whether there is positive feedback regarding the activities that go forward.

Criteria	Standards		
	Strong	**Satisfactory**	**Weak**
Number of additional activities initiated	All the ESSP-proposed additional activities have been implemented	Some of the ESSP-proposed additional activities have been implemented	None of the ESSP-proposed additional activities have been implemented
Rationale for decision	All activities have been discussed and carefully considered by the relevant ES agencies	Some of the proposed additional activities have been discussed and given careful consideration by relevant ES staff.	There has been little or no discussion regarding the proposed additional activities.
Feedback on value of additional activities initiated	Staff involved in the implementation of the activities provide consistently positive feedback, along with evidence to support their views.	Staff involved in the implementation of the activities provide generally positive feedback on their value, along with some examples to support their views.	Staff involved in the implementation of the activities provide limited positive feedback, and little evidence of improvement is available.

Indicator 5: Support for innovative partnerships

In addition to TA assignments, there is the option for more innovative, opportunistic support to the ES through the establishment of targeted partnerships or more informal collaboration with organisations and/or individuals. For example, this could include links to centres of excellence in ESP-related priority areas, connections with individuals/groups who have undertaken change initiatives as part of other investments in the Pacific, and those (including officials in relevant agencies in Australia and New Zealand) who might be able to provide ongoing coaching and mentoring support for IA staff involved in key change processes. Drive for this sort of connection may often come through the DPs and their wide range of connections.

Criteria	Standards		
	Strong	**Satisfactory**	**Weak**
Number of innovative partnerships initiated	Several innovative partnership(s) have been initiated/maintained.	At least one innovative partnership has been initiated/maintained.	No innovative partnerships have been initiated/maintained.
Discussion regarding possible innovative partnerships	The options for innovative partnerships in support of the ESP have been regularly discussed in formal meeting settings, and the outcomes documented in meeting minutes.	The options for innovative partnerships in support of the ESP have sometimes been discussed in formal meeting settings, and the outcomes are on some occasions documented in meeting minutes.	The options for innovative partnerships in support of the ESP have rarely/never been discussed in formal meeting settings, and there is limited/no record of outcomes in meeting minutes.
Feedback on value of the innovative partnerships initiated	Staff involved in the implementation of the partnerships provide consistently positive feedback, along with evidence to support their views.	Staff involved in the implementation of the partnerships provide generally positive feedback, along with some examples of evidence to support their views.	Staff involved in the implementation of the partnerships provide limited positive feedback, and little evidence of improvement is available.

DRAFT Terms of Reference:

Mid-term Review – (i) Samoa Education Sector Plan, and (ii) Education Sector Support Plan (MFAT/DFAT)

Background

The Department of Foreign Affairs and Trade (DFAT) and Ministry of Foreign Affairs and Trade (MFAT) have invested in the education sector in Samoa for many years, through different and separate projects.

The current investment, Education Sector Support Program (ESSP) is a partnership between DFAT and MFAT. The first ESSP supported the Education Sector Plan (ESP) 2013-2018 through a sector wide approach. It represented an important step towards more aligned, system focused and sustainable Development Partner (DP) support to the sector. Building on this experience, the current ESSP has sought to place more emphasis on strategic policy dialogue and partnership approaches.

As recommended by the final evaluation of the first ESSP, the design of the ESSP 2020-2024 has continued with the sector budget support modality used in the ESSP 2015-2018. The ES is now confidently taking a sector-wide approach and has established valuable ways of working with development partners through a budget support modality. The choice of sector budget support is recognition that the 5 key goals and associated outcomes in the ESP 2019-2024 are focused on the right things and that the Plan also identifies the key activities that can enable the Samoa education sector to advance towards its goals.

Samoa 2019-2024 ESP Goals and Expected Outcomes

#	Sector Goals	Expected Outcomes
1	Enhance the quality of education and training for all learners	Improved learning outcomes at all levels
2	Provide inclusive access to quality education and training opportunities	Increased participation and completion rates at all levels
3	Advance the relevance of education and training to meet national and labour market needs	Increased employment rates for PSET graduates
4	Improve the effectiveness of sector planning, monitoring and reporting	More decision-making is informed by data analysis, research, policy and reviews
5	Develop sustainable management of all sector resources	Maintain efficient management of all sector coordination responsibilities

There are additional reasons behind the choice of this modality. The budget support approach is more efficient than setting up a parallel process, as it utilises the Samoa Government's budgetary procedures. Importantly, choosing another modality would have risked undermining the progress the ES has made in recent years in working together across the implementing agencies and would be less likely to lead to sustainable change in Samoa.

The decision to take a sector budget support approach means that ultimately the test of whether the ESSP has been effective will be through an assessment of the extent to which it has made a contribution to achievement of the goals of the ESP. This is the logical consequence of the chosen

modality – it is an acknowledgement that the core of the theory of change in the ESSP design is the same as that in the ESP; namely, that the activities that are advanced over the term of the ESP are interventions that will produce the priority outputs, intermediate outcomes and final outcomes. For example, raising capacity across the education sector, which is a strong focus within the ESP, should produce the changes in knowledge, attitudes, behaviour and practice that will lead to targeted final outcomes.

Joined up M&E between ESP and ESSP

Both the ESP and ESSP have the following monitoring and evaluation inputs scheduled to take place at regular points over the span of their programs:

- Annual reviews
- Mid-term review
- End-of-program review

The decision has been taken to coordinate and combine the ESP and ESSP review processes, rather than running them independently. The reasons include:

- The core indicators of the ESSP are taken directly from the ESP, so the data required is identical;
- Having a single review process will mean that Samoan Implementing Agencies (IAs) only need to provide information once, rather than dealing with two separate processes;
- The coordinated process creates an opportunity to integrate IA capacity building with the review/evaluation process;
- Less resources (both internal to the IAs and external) will be required overall through economies of scale.

The annual ESSP Independent MEL Review Process takes place each year, in conjunction with the ESP annual review. This enables verification of the results reported against each of the ESP indicators that make up the ESSP MEL framework. It also provides a significant opportunity for the external Monitoring, Evaluation and Learning (MEL) specialist to work alongside key MEL staff in the IAs in an on-the-job capacity building role, combining the verification process with the work being done on the annual review.

The same 'joined up' approach is being taken with the ESP and ESSP mid-term and end-of-program reviews/evaluations. The ESP annual review scheduled for October/November 2022 is planned to incorporate a mid-term review of the ESP from 2019 to 2022. The end-of-program ESP review is scheduled for the second quarter of Year 5 (October to December 2023). The ESSP also requires a mid-term review and end-of-program review at the same points in time. Given that so much of the MEL Framework of the ESSP directly corresponds to the ESP MEL Framework, there is the opportunity to arrange for one external evaluation team to complete both the ESP and ESSP reviews (mid-term and end-of-term). Such an approach will significantly reduce the burden on the IA staff involved in the data collection, analysis and reporting processes – previously they have had to provide much the same support and data to two separate review teams.

The format and content of the ESP and ESSP reports will need to be specific to their respective needs, however overall there are great efficiencies to be found in consolidating these activities.

Indicative Review Criteria and Questions

The review will focus on two main components:

1. An assessment of the performance of the ESP, using the ESP MEL framework as the key reference point
2. An assessment of the performance of the ESSP, using the ESSP MEL framework (Parts 1 and 2) as the reference point

For the review of the ESSP MEL framework (part 1), the following key questions will be the starting point for assessment:

Effectiveness: To what extent has the ESP been effective in improving the quality of learning and enhancing educational access and opportunities? What progress is being made towards the ESP end-of-program outcomes? To what extent have the ESP targets been met? Are the data collection and analysis methods being used by the IAs reliable and accurate ?
Relevance: To what extent is the ESP meeting the needs of the main target groups?
Efficiency: To what extent is the implementation of the ESP being managed efficiently?
Sustainability: Are the benefits of the ESP likely to continue beyond the end of the program?
Gender equity and social inclusion: To what extent have gender equity and social inclusion issues been addressed in the ESP activity implementation?

Particular note should be taken of the suggested annual review questions included in the MEL Framework. These questions are proposed for use in the annual review process to encourage both an assessment of progress and consideration of possible improvements to the program

Of the 38 indicators and associated activities reviewed during the ESP review process, 21 will relate directly to the ESSP as well.

The ESSP MEL Framework has *5 additional indicators* which specifically monitor the performance of the ESSP. The ESSP Theory of Change and Program Logic present a particular rationale about how and why the budget support modality can be an effective approach in the current Samoan education context. The ESSP-specific review will focus on the five components of the design that reflect the Theory of Change and Program Logic underpinning the ESSP. ESSP key review questions will include:

Effectiveness: What outcomes (positive, negative and unintended) have occurred because of the approach?
Relevance: Was the funding modality the most appropriate/effective way to achieve the intended outcomes?
Efficiency: To what extent is the implementation of the ESSP being managed efficiently?
Sustainability: Are the benefits of the ESSP likely to continue beyond the end of the program? To what extent has the ESSP has supported the financing gap in education?
Gender equity and social inclusion: To what extent have gender equity and social inclusion issues been addressed by the ESSP?

Review Outputs

- MTR Plan
- ESP MEL Review Report – for ESAC
- ESSP MEL Review (Parts 1 and 2) Report – for the DPs and ESAC
- Presentation to key stakeholders

Review Approach

The methodology will be refined in consultation with the selected consultants and presented in the Review Plan. The consultant team's review plan can revise and build on the review questions. The Plan will require DFAT and MFAT approval.

The methodology should include:

- a desk review of all relevant documentation relating to DFAT and MFAT's education response and partner documentation;
- In-country interviews with internal and external stakeholders involved in implementing the education response (e.g. development partners, Government of Samoa Ministry officials, school committees, principals and teachers, and key non-state actors including private sector and civil society organisations of the partner country).
- Data analysis and synthesis of findings into a review report suitable for publication.

Host Ministry/Agency

1. The host agency for this project is the Education Sector Coordination Division (ESCD) within the Ministry of Education, Sports and Culture.
2. The education sector comprises: government and non-government primary and secondary schools; early childhood education (ECE) organisations; post-school education and training (PSET) providers, the largest and only government-funded of which is the National University of Samoa (NUS); and associated policy, planning and regulatory bodies – including, the Ministry of Education, Sports and Culture (MESC) and the Samoa Qualifications Authority (SQA).

Principal counterpart: Director, Education Sector Coordination Division. The consultants will work closely day-to-day with ESCD and from time to time with ESWG.

Timing and length of assignment: The review will take place over October/November 2022. The length of the assignment will be 80 working days, divided across three team members:

- Team leader (C4) - 30 days, (21 days in country)
- Education specialist (C3) - 25 days, 21 days in-country
- MEL specialist (C3) - 25 days, 21 days in-country)

Selection Criteria

Team Leader:

- Strong review/evaluation experience;
- Experience of Australian/DFAT and New Zealand/MFAT program evaluation processes including reviews of budget support modalities;
- Familiarity with education sector (desirable);
- Excellent facilitation / communication skills for engaging local partners and stakeholders;
- Strong experience in the Pacific region and sound knowledge of the Samoan context in particular (desirable).

Education Specialist:

- Strong education policy, sector analysis and program design (including program logic/theory of change) experience, with expertise across the sector (from ECE, basic education to post-secondary education and training, TVET, teacher professional development, curriculum development etc.);

- Experience in gender equity, disability inclusion, and understanding of the climate change - education nexus, including in the Pacific context (desirable);
- Experience of Australian/DFAT and New Zealand/MFAT review processes including designs with budget support modality;
- Strong experience in the review of capacity building and systems strengthening in the education sector, including at central, sub-national and school levels;
- Excellent facilitation/communication skills for engaging local partners and stakeholders
- Strong experience in the Pacific region and sound knowledge of the Samoan context in particular (desirable).

MEL Specialist:

- Extensive expertise in all aspects of MEL;
- Experience of evaluation of sector investment programs;
- Experience of Australian/DFAT and New Zealand/MFAT program review processes including designs with budget support modality;
- Excellent communication skills for engaging partners and stakeholders and supporting local ownership of the final design;
- Effective presentation skills to enable wide understanding of the MEL issues and approaches;
- Experience in the Pacific region and knowledge of the Samoan context in particular (highly desirable).

Draft Terms of Reference

End-of-Program Review – (i) Samoa Education Sector Plan, and (ii) Education Sector Support Plan (MFAT/DFAT)

Background

The Department of Foreign Affairs and Trade (DFAT) and Ministry of Foreign Affairs and Trade (MFAT) have invested in the education sector in Samoa for many years, through different and separate projects.

The current investment, Education Sector Support Program (ESSP) is a partnership between DFAT and MFAT. The first ESSP supported the Education Sector Plan (ESP) 2013-2018 through a sector wide approach. It represented an important step towards more aligned, system focused and sustainable DP support to the sector. Building on the experience of the previous Education Sector Program, the ESSP 2020-2024 has placed increased emphasis on strategic policy dialogue and partnership approaches.

As recommended by the final evaluation of the first ESSP, the design of the ESSP 2020-2024 has continued with the sector budget support modality used in the ESSP 2015-2018. The ES is now confidently taking a sector-wide approach and has established valuable ways of working with development partners through a budget support modality. The choice of sector budget support is recognition that the 5 key goals and associated outcomes in the ESP 2019-2024 are focused on the right things and that the Plan also identifies the key activities that can enable the Samoa education sector to advance towards its goals.

Samoa 2019-2024 ESP Goals and Expected Outcomes

#	Sector Goals	Expected Outcomes
1	**Enhance the quality of education and training for all learners**	**Improved learning outcomes at all levels**
2	**Provide everyone with access to good quality education and training opportunities**	**Increased rates of participation and completion all levels**
3	**Make education and training more relevant to national needs and the labour market**	**Increased employment rates for graduates**
4	**Improve the effectiveness of sector planning, monitoring and reporting**	**More decision-making is informed by data analysis, research, policy and reviews**
5	**Develop ways to manage the education sector's resources sustainably**	**All education sector coordination responsibilities managed efficiently**

There are additional reasons behind the choice of this modality. The budget support approach is more efficient than setting up a parallel process, as it utilises the Samoa Government's budgetary procedures. Importantly, choosing another modality would have risked undermining the progress the ES has made in recent years in working together across the implementing agencies and would be less likely to lead to sustainable change in Samoa.

The decision to take a sector budget support approach means that ultimately the test of whether the ESSP has been effective will be through an assessment of the extent to which it has made a contribution to achievement of the goals of the ESP. This is the logical consequence of the chosen modality – it is an acknowledgement that the core of the theory of change in the ESSP design is the same as that in the ESP; namely, that the activities that are advanced over the term of the ESP are interventions that will produce the priority outputs, intermediate outcomes and final outcomes. For example, raising capacity across the education sector, which is a strong focus within the ESP, should produce the changes in knowledge, attitudes, behaviour and practice that will lead to targeted final outcomes.

Joined up M&E between ESP and ESSP

Both the ESP and ESSP have the following monitoring and evaluation inputs scheduled to take place at regular points over the span of their programs:

- Annual reviews
- Mid-term review
- End-of-program review

The decision has been taken to coordinate and combine the review and evaluation processes, rather than running them independently. The reasons include:

- The core indicators of the ESSP are taken directly from the ESP, so the data required is identical;
- Having a single review process will mean that Implementing agencies (IAs) only need to provide information once, rather than dealing with two separate processes;
- The coordinated process creates an opportunity to integrate IA capacity building with the review/evaluation process;
- Less resources (both internal to the IAs and external) will be required overall through economies of scale.

The annual ESSP independent review process takes place each year, in conjunction with the ESP annual review. This enables verification of the results reported against each of the ESP indicators that make up the ESSP MEL framework. It also provides a significant opportunity for the independent MEL specialist to work alongside key MEL staff in the IAs in an on-the-job capacity building role, combining the review and verification process with the work being done on the annual review.

The same 'joined up' approach is being taken with the ESP and ESSP mid-term and end-of-program reviews/evaluations. The ESP annual review scheduled for October/November 2022 is planned to incorporate a mid-term review of the ESP from 2019 to 2022. The end-of-program ESP evaluation is scheduled for the second quarter of Year 5 (October to December 2023). The ESSP also requires a mid-term review and end-of-program review at the same points in time. Given that so much of the MEL Framework of the ESSP directly corresponds to the ESP MEL Framework, there is the opportunity to arrange for one external review team to complete both the ESP and ESSP reviews (mid-term and end-of-term). Such an approach will significantly reduce the burden on the IA staff involved in the data collection, analysis and reporting processes – previously they have had to provide much the same support and data to two separate review teams.

The format and content of the ESP and ESSP reports will need to be specific to their respective needs, however overall there are great efficiencies to be found in consolidating these activities.

Indicative Evaluation Criteria and Questions

The evaluation will have two main components:

1. An assessment of the performance of the ESP, using the ESP MEL framework as the key reference point
2. An assessment of the performance of the ESSP, using the ESSP MEL framework (parts 1 and 2) as the reference point

For the review of the ESP, the following key questions will be the starting point for assessment:

Impact to date - What is the progress towards achievement of expected ESP outcomes? What changes have occurred, either directly or indirectly produced by the ESP interventions during this period? What, if any, unanticipated (adverse) changes or other end-of-sector plan outcomes have resulted?

The effectiveness of the ESP - Are the data collection and analysis methods being used by the IAs reliable and accurate? Does the monitoring and evaluation framework act as a useful tool to measure progress? Do the governance and decision-making processes work effectively? Is the coordinated, whole of sector approach improving the quality of education research, policy and planning?

Relevance - To what extent is the ESP relevant? Has the achievement of ESP activities and outputs addressed the identified needs? To what extent are the planned activities/outputs and expected outcomes suited to the priorities and policies of the sector stakeholders. Did the ESP meet the needs of the intended target groups? Are the methods and approaches being employed relevant to the technical, market and policy context? Did the changes implemented during the life of the ESP achieve the intended results?

Efficiency and cost-effectiveness - To what extent were activities and output delivered on time and in a cost-effective manner? To what extent did predicted budgets compare with actual expenses? To what extent is the sector managing its resources more efficiently and so delivering a better service across the country? Is sector coordination ensuring that all financial, procurement, and auditing processes meeting the standards required by the Ministry of Finance and development partners under the budget support funding modality?

Sustainability - Are the benefits of an ESP activity likely to continue beyond the intervention? Will there continue to be positive effects over time and after the ESP term ends? Particular note should be taken of the suggested annual review questions included in the MEL Framework. These questions were proposed for use in the annual review process to encourage both an assessment of progress and consideration of possible improvements to the program

Of the 38 indicators and associated activities reviewed during the evaluation process, 21 will relate directly to the ESSP as well.

The ESSP MEL Framework has *5 additional indicators* which specifically monitor the performance of the ESSP. The ESSP Theory of Change and Program Logic present a rationale about how and why the budget support modality can be an effective approach in the current Samoan education context. The ESSP-specific evaluation will focus on the five components of the design that reflect the Theory of Change and Program Logic underpinning the ESSP. ESSP key evaluation questions will include:

Effectiveness: What outcomes (positive, negative and unintended) have occurred because of the approach?

Relevance: Was the funding modality the most appropriate/effective way to achieve the intended outcomes?
Efficiency: To what extent is the implementation of the ESSP being managed efficiently?
Sustainability: Are the benefits of the ESSP likely to continue beyond the end of the program? To what extent has the ESSP supported the financing gap in education?
Gender equity and social inclusion: To what extent have gender equity and social inclusion issues been addressed by the ESSP?

Evaluation Outputs

Review Plan – The plan will define the scope of the review, articulate key questions, describe methodologies to collect and analyse data, propose a timeline linked to key milestones, propose a schedule for in-country field work, outline costs and a detailed breakdown of responsibilities of all team members. The plan will be developed in close consultation with DFAT and MFAT.

Aide Memoire – The aide memoire will present emerging issues, seek verification of facts and assumptions and discuss the feasibility of the initial recommendations. This will be a working document (no more than 5 pages), and the audience for this document would include all stakeholders.

Interim findings workshop – The interim findings workshop is an opportunity to discuss the aide memoire and provide early feedback on the direction of the evaluation.

Draft evaluation reports – Draft review reports (ESP and ESSP) will be shared and discussed with the Government of Samoa and the development partners. There will be a significant amount of common content across the two reports as a result of the common elements of the respective MEL frameworks and the nature of the budget support modality.

Final Review Reports – The final review reports will incorporate any agreed changes or amendments as requested by DFAT and MFAT. Each final review report will include an executive summary (of no more than 2 pages), a clear summary of findings and recommendations (no more than 20 pages) and relevant attachments. The ESSP report may be published by DFAT on their website.

Review Approach

The methodology will be refined in consultation with the selected consultants and presented in the Review Plan. The evaluation will consist of a desk review and in-country consultations with key stakeholders. The consultant team's review plan can revise and build on the review questions. The Plan will require DFAT and MFAT approval.

The methodology should include:

- a desk review of all relevant documentation relating to DFAT and MFAT's education response and partner documentation;
- interviews with internal and external stakeholders involved in implementing the education response (e.g. development partners, Government of Samoa Ministry officials, school committees, principals and teachers, and key non-state actors including private sector and civil society organisations of the partner country).
- Fieldwork in Samoa, which will include stakeholder interviews and will guide a detailed beneficiary analysis, possibly involving focus group discussions with communities including at least one in a remote location.

- Data analysis and synthesis of findings into a review report suitable for publication.

Host Ministry/Agency

The host agency for this project is the Education Sector Coordination Division (ESCD) within the Ministry of Education, Sports and Culture. The principal counterpart will be the Director of the Education Sector Coordination Division. The consultants will work closely day-to-day with ESCD and from time to time with ESWG.

The education sector comprises: government and non-government primary and secondary schools; early childhood education (ECE) organisations; post-school education and training (PSET) providers, the largest and only government-funded of which is the National University of Samoa (NUS); and associated policy, planning and regulatory bodies – including, the Ministry of Education, Sports and Culture (MESC) and the Samoa Qualifications Authority (SQA).

Timing and length of assignment: The review will take place over O October/December 2023. The length of the assignment will be 95 working days, divided across three team members:

- Team leader (C4) - 35 days, (25 days in country)
- Education specialist (C3) - 30 days, 25 days in-country
- M&E specialist (C3) - 30 days, 25 days in-country)

Indicative Evaluation Timeline

Activity	Due date
Document review and introductory brief with DFAT, MFAT (via phone)	TBC
Evaluation plan finalised based on Development Partners' feedback, including refining scope, MEL framework and key evaluation questions	TBC
Organise interviews and field work in Samoa	TBC
Field work	TBC
Document review	TBC
Aide Memoire and interim findings workshop	TBC
Analysis and report writing	TBC
Report finalised based on DFAT and MFAT feedback	TBC
Present key findings and conclusions to DFAT and MFAT and other stakeholders	TBC

Review Team Composition, Roles and Responsibilities

Applications and proposals from both individuals and a team will be considered. The successful respondents will form a team with the below knowledge, skills and experience to provide the services required.

An organisation can propose either an individual for any of the above positions or can propose a team with the above indicative composition. DFAT and MFAT reserve the right to change the composition of any team proposed by an organisation.

The attributes (knowledge, skills, experience) required of the evaluation team include: demonstrated expertise in the independent evaluation of education sector programs in a development context;

- experience of DFAT and MFAT systems and monitoring and evaluation standards
- sound knowledge and understanding of aid effectiveness and funding modalities;

- excellent writing and analytical skills
- extensive knowledge and working experience in Samoa and/or the Pacific will be highly desirable
- strong background in education in developing countries with expertise in teacher development, school management and experience in managing education sector programmes
- solid experience in evaluating aid programmes. Experience in education sector programs is preferable
- sound knowledge of monitoring and evaluation standards and principles.

The attributes (knowledge, skills, experience) required of the Team Leader include:

- successfully delivering quality and efficient projects/ programmes on time
- sound knowledge and understanding of aid effectiveness and funding modalities
- excellent writing and analytical skills
- extensive knowledge and working experience in Samoa and/or the Pacific will be highly desirable
- working with partners to successfully deliver projects, employing innovation and identifying and maximising opportunities to add value
- effectively identifying, managing and mitigating risks.

The attributes (knowledge, skills, experience) required of the Education Specialist include:

- strong background in education in developing countries with expertise in teacher development, school management and experience in managing education sector programmes
- extensive knowledge and working experience in Samoa and/or the Pacific will be highly desirable
- broad understanding of Pacific Island education contexts
- strategic thinking ability and research and analysis skills.

The attributes (knowledge, skills, experience) required of the Monitoring, Evaluation and Learning consultant include:

- solid experience in evaluating aid programmes. Experience in education sector programs is preferable
- broad understanding of Pacific Island education contexts
- strategic thinking ability, research and analysis skills
- sound knowledge of monitoring and evaluation standards and principles
- demonstrated expertise in the independent evaluation of education sector programs in a development sector
- experience of DFAT and MFAT systems and monitoring and evaluation standards.

Annex E: Risks and Safeguards Tool

The risk and safeguard tool for the design can be accessed at:

https://www.dropbox.com/s/v9z2fofmx6ipf6e/risk-and-safeguard-screening-tool%20FINAL.xlsx?dl=1

Annex F: Budget and Resources

Introduction

In this section, an analysis of ESSP budget and resources is detailed. The following critical design strategy aspects are explained:

i) National Policy, Planning & Performance Framework
ii) GOS Resourcing of the Education Sector
iii) Education Sector Resourcing and medium-term expenditure framework (MTEF)
iv) ESSP Resource Management
v) JFA budget and resource fiduciary risk mitigation.

Under the ESSP budget, investment cost assumptions, including GOS and ESSP resourcing of the ES to achieve the outcomes are detailed. Under ESSP resources, DP resourcing, program management, performance monitoring and policy dialogue are detailed.

National Policy, Planning & Performance Framework

The starting point for the GOS sector and ministry multi-year budget estimates is the national policy and planning framework. This framework forms the basis of the GOS performance framework whereby line ministry resourcing requirements are linked to their performance as outlined in their corporate plans, which in turn are aligned to the sector strategic plans and the national level policy priorities. Line ministry performance is assessed on achievement of their annual plans output targets (one-year strategy) which are closely aligned to their corporate plans (four-year strategy).

The Ministry of Finance (MOF), economic policy & planning division (EPPD) is responsible for:

- Development of national level strategic plans – *Vision 2040* (under consultation, to be finalised by Dec 2019), *Samoa Development Strategy* (2016-2020 and in the process of being revised, which also integrates the *UN Sustainable Development Goals*), and *Medium-Term Fiscal Strategy* (in conjunction with MOF budget division);

- Coordination and development of sector strategic plans (of which there are x14) including the ESP;

These core functions are provided for under the *Public Financial Management Act 2001*. Line ministries and public bodies (which include SQA and NUS) have the MOF *Sector Planning Manual* (2015) and the *M&E Manual* as guidelines.

Under the GOS performance framework, EPPD provide line ministry and public body annual performance reports (no fixed dates but approximately between October and November) to the Cabinet Development Committee who approve and monitor and evaluate all development projects. Agencies are held accountable for outcomes and outputs at this time. Line ministries and public bodies are required to provide: monthly performance reports; mid-year performance reports; end of year performance reports; and sector wide approach (SWAp[81]) steering committees are required to provide annual reports that are submitted to Cabinet.

[81] An approach to international development that brings together governments, donors and other stakeholders within any sector. It is characterised by a set of operating principles.

The significance of this framework for GOS and ESSP budget and resourcing is that the ESP and ES implementing agency (IA) corporate and annual plans form the basis of the ES MTEF, annual workplan and resourcing requirement. This is covered in more detail below.

GOS Resourcing of the Education Sector

The table below shows the budget allocation comparison by sector.

Table F1: Budget allocation by sector (as a percentage of total expenditure)

Sector	FY14/15 Actual	FY15/16 Actual	FY16/17 Actual	FY17/18 Actual	FY18/19 Actual	FY19/20 Budget
Health	17.0%	14.4%	12.9%	12.4%	17.0%	14.5%
Education	14.0%	14.4%	13.7%	14.7%	15.6%	13.8%
Agriculture	3.3%	2.1%	6.7%	3.7%	2.7%	2.7%
Others	65.7%	69.1&	66.7%	69.2%	64.7%	69.0%

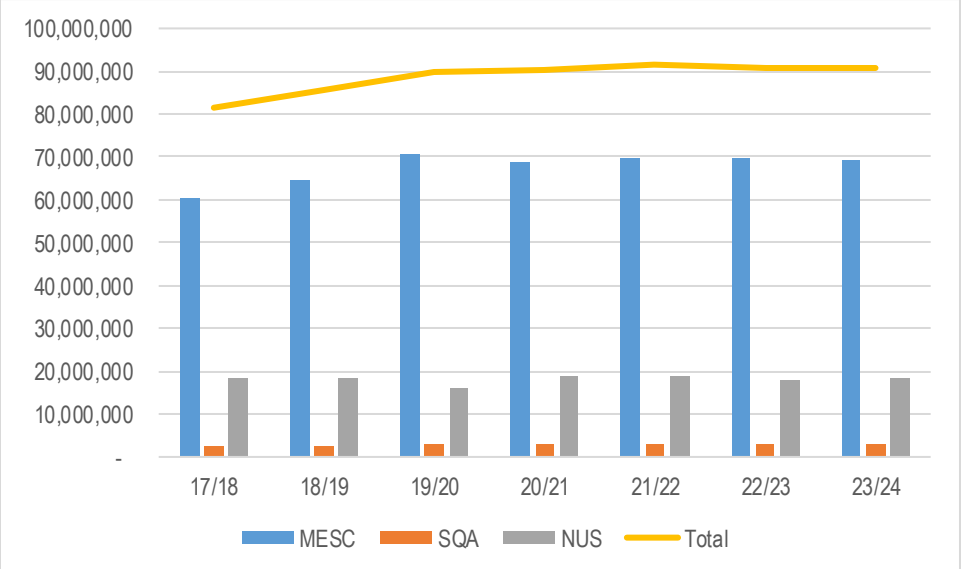
Source: MOF budget document

The education sector appears to be tracking approximately 14 percent of total expenditure on average, year-on-year between fiscal year[82] (FY) 14/15 and FY19/20. The 14 percent value is currently a trigger for the JFA process indicator (refer Annex G for an analysis of process triggers).

According to GOS sources, the total FY2019-20 national budget GOS contribution (termed 'domestic funding' and excludes DP funding) is approximately SAT307.399m. Of this total, SAT70.799m (SAT64.718 for FY2018-19) or 23 percent (23 percent for FY2018-19 as well) is allocated to MESC. GOS own source allocation to the MESC appears to be consistent according to these figures.

The graph below tracks the ES IA share of the total GOS contribution to the sector.

Chart F1: Education sector implementing agency share of total education domestic funding



Source: MESC ES MTEF

[82] GOS fiscal year is from 1st July to 30th June the following year.

Whilst the total budget for the sector has continued to increase from FY17-18 to FY19-20, it is projected to remain constant from FY20-21 to FY23-24. Most of the increase is allocated to MESC while SQA and NUS remain constant.

The table below shows the sector development funding in-kind assistance (DP managed and disbursed) for FY2019-20.

Table F2: Education sector in-kind assistance FY2019-20

Sources of in-kind assistance	FY 2019-20	FY2019-19
Development and Regional Scholarships (DFAT/MFAT	12,689,600	19,438,926
Distance Education (DFAT)	740,151	1,002,205
Short-Term Attachments	798,850	226,367
Construction of Culture and Arts Centre (China)	73,284	1,200,000
Procurement of Printing Press Machine (Japan)	7,092,056	6,811,324
Quality Assurance of Education Printing Renovation (DFAT)	146,180	
Total Education Sector	**21,540,121**	**28,678,822**

Source: MOF budget document

The table below shows sector development budget, budget support or 'cash grants' for FY2019-20.

Table F3: Education sector development budget, budget support

Sources of Aid	FY 2019-20	FY 2018-19
Inclusive Education Initiative	925,189	2,112,000
China Guangdong Friendship Scholarship (China)		117,206
Education Sector Support Programme (DFAT/MFAT)	2,736,916	7,077,907
UNESCO Small Grant Scheme for Education (UNESCO)	522,848	
Total Education	**4,184,954**	**9,307,113**

Source: MOF budget document

The decline in DFAT/MFAT contribution between the 2018/19 and 2019/20 financial years reflects the wind down of the ESSP 2015-19.

Education Sector Resourcing and MTEF

The MOF (Budget Division) prepares the GOS medium term expenditure framework[83] (MTEF) where sector fiscal ceilings[84] – medium term budget framework[85] (MTBF) informed by the medium term fiscal framework[86] (MTFF) – are handed down to the ES as a whole (effectively it informs the ES sector wide approach (SWAp)), as well as individual IAs (this is referred to as top-down budgeting). The MOF bases the MTEF on national level priorities for the sector and the availability of funds (including DP budget support funds). This is referred to as the MTFF resource fiscal envelope. The IAs undertake their multi-year budget estimates that resource their corporate and annual plan targets, cost them and feed the information up to the MOF MTBF (this is referred to as bottom-up budgeting).

In relation to the MTEF, two issues arise. First, the DFAT *Samoa Assessment of National Systems,* August 2018 report provides a commentary on how well MOF calculates a realistic MTEF (and consequently, implications for achievement of ESP targets, their costing and whether they can be achieved). The report notes the IMF PEFA score of D+ for PI-16 Medium Term Perspective in Expenditure Budgeting. The report provides an analysis of this score and concludes, nevertheless, that reliance on GOS budgeting process poses a low risk and that DFAT can continue to provide on budget support. Although the ESSP design relies on this conclusion, mitigation measures will be needed to ensure GOS ES year-on-year resourcing does not deteriorate as a consequence of DP budget support fungibility (refer the section on process triggers in Annex G).

Second, costing of the MTEF is complex and requires good costing capacity within the IAs. Stakeholders, including MOF, expressed their concern about the IAs capacity to cost their workplans that feed into the MTEF. The ESCD receive IA costings and incorporate them into the MTEF. A high level review of the MTEF was undertaken by the design team. Although MOF does provide some costing support, MTEF annual costing revision by IAs and on-going costing of TA should be supported by ESSP (see Annex H on ESSP TA support).

The MOF determines the total resourcing for the ES according to the ES MTEF. The national budget is categorised as recurrent budget (i.e. 'local budget') and development budget, i.e. DP funded (categorised as 'transactions on behalf of the state'[87], or 'in-kind assistance'[88]).

The ESP costings are determined within a framework with clearly defined sector goals, strategic objectives, outcomes, related outputs and required inputs to achieve the output targets.

An issue raised by stakeholders was the timing of ES and ESSP reviews. It was felt that the reviews should be combined and fit within the GOS budget and performance framework calendars. This will

[83] In the Samoan context, 'MTEF' is used to designate a very detailed presentation of a comprehensive multi-year spending plan for the budget, including the breakdown of expenditure by output.
[84] Approximate amount of money available for a line ministry to spend in a given fiscal year.
[85] This is the 'bottom up' component of the budget framework. Refers to a set of medium-term estimates by spending line ministry of their expenditures. Included in this element is the process of reconciling the bottom up requests with the top down resource availability (or the medium-term fiscal framework – MTFF). Typically, this would also involve some reference to sector or ministry activity strategies to justify requests.
[86] A multi-year aggregate projection of revenue, expenditure and financing. The MTFF sets out the overall aggregates for expenditure, and the resources available to meet those expenditures over the medium term. This can then be broken down by the Ministry of Finance further into a top-down allocation among spending budget activities. The MTFF should also include a statement of medium-term fiscal policy goals.
[87] ESSP budget support falls into this category.
[88] Development fund assistance that is managed and disbursed directly by the DP to providers but the money value is still reflected within the Government Budget.

assist in avoiding unnecessary duplication of effort, overburdening the ministries with multiple inquires and help reduce ESSP transaction costs. A proposal for advancing this was discussed in Annex D.

ESSP Resource Management

The MOF, Aid Co-ordination and Debt Management Division (ACDM) is responsible for management of the JFA provisions, ensuring GOS role and responsibility are complied. It also manages the ESSP in conjunction with ESCD.

The ACDM responsibility include: ESSP tranche requests (including reporting of any process and performance triggers – usually done in April/May): central bank account disbursements and reconciliations; expenditure monitoring and reporting; performance monitoring and reporting working closely with ESCD and EPPD.

The ACDM prefers that verification occurs earlier in the year, say in March, and the tranche drawdown (received in the fiscal year are for spending in the following year) occur earlier than June of the related fiscal year. The ACDM believe that this will make a difference in terms of GOS cashflow and budget execution improvement (refer section H on process and performance triggers for more discussion). The design recognises this issue and has recommends that the annual ESSP M&E review timing coincide with GOS budget and performance framework calendar.

The ESSP expenditure disbursements are tied to the MTEF ESP workplans, for all three IAs. The MOF ensures that MESC expenditure is in accordance with the MESC ESP workplan. The MOF internal audits are undertaken of SQA and NUS to ensure the same.

The ACDM suggests that the ESSP DP medium term budget commitment be notified in January for inclusion in MOF MTBF to improve predictability.

The ACDM also suggests improvement to the IE ring-fenced mechanism as it is cumbersome in managing (MESC does procurement tender and M&E for payment – lengthy delays due to weak capacity at MESC) resulting in weak budget execution (budget unspent balance in excess of SAT2m). The ACDM suggests including IE budget in budget support and the MESC ESSP workplan and not ring-fenced. This is reflected in the designs recommendations (see Section G of the main paper).

ESSP budget execution has been problematic with weak utilisation rates particularly for MESC. The MESC approve ESSP expenditure after checking against the MTEF ESSP workplan. Final authorisation for payment is made by MESC CEO. This means that the documentation can sit on the CEO's desk for some time. A way to solve this is to use the GOS expense authorisation procedure and allow lower level managers within MESC to approve expenditure pursuant to the delegated limits per the GOS *Treasury Instructions 2013*.

ESSP Costing

Determining the general budget support contribution

The MTEF provides the starting point for estimation of an appropriate resourcing envelope for the ESSP 2020-24. The MTEF provides a total estimated cost for the ESP over the five years 2019/-2023/24.

From this is deducted the Samoa Government's contribution which covers the recurrent costs in the Education Sector leaving a total for the development costs associated with the ESP which needs to be funded.

Two further adjustments are then made:

- The cost of salaries for the ECE teachers is deducted from the development budget. This is a new cost as a result of a government policy change and it is recognised that as a recurring cost it is not appropriate for the DPs to fund this.
- Two one-off contributions from other sources in the first two years of the ESP as also identified.

This produces a funding gap that the ES needs to fill to support the development of the ESP as budgeted. This is the funding gap that the ES is asking the DPs to address.

The funding gap for the five years of the ESP[89] is:

Table F4: Calculation of MTEF Funding Gap

SAT$	2019/20	2020/21	2021/22	2022/23	2023/24	TOTAL
RECURRENT COSTS	85,057,982	80,190,890	81,350,061	81,178,100	80,906,350	408,683,384
DEVELOPMENT	15,068534	22,852,057	16,260,278	15,005,376	14,373,173	83,559,418
TOTAL COSTS FOR ESP	100,126,516	103,042,947	97,610,339	96,183,476	95,279,523	492,242,801
LESS GOVERNMENT FUNDING	85,057,982	80,190,890	81,350,061	81,178,100	80,906,350	408,683,384
LESS FOREIGN AID FUNDING	5,367,601					
LESS BUILDING COSTS		7,000,000				
LESS ECE SALARIES	3,481,215	3,481,215	3,575,255	3,575,255	3,575,255	17,688,195
GAP	6,219,718	12,370,842	12,685,023	11,430,121	10,797,918	53,503,622

It is assumed that given the ESSP commences from the 2020/21 year, the funding gap for 2019/20 should be not part of the budget calculation. The four year funding gap for the ESP is SAT $47.3m

The contribution of expenses for each ESP priority to the MTEF funding gap for the four years of the ESSP is shown is shown in the following table[90] on the next page.

[89] ESP 2019-24 p. 66
[90] ESP 2019-24 p.67

Table F5: % contribution of each priority to MTEF funding gap (2020/21-2023/24)

PRIORITY	% SHARE OF FOUR YEAR FUNDING GAP
INCLUSIVE EDUCATION	16.4
EARLY CHILDHOOD EDUCATION	7.5
TECHNICAL VOCATIONAL EDUCATION AND TRAINING	28.4
INFORMATION COMMUNICATION AND TECHNOLOGY	15.0
CAPACITY DEVELOPMENT	21.7
GENERAL	11.0

The General Category contains a range of other activities to "help deliver good quality education services and strengthen systems and processes"[91]

As can be seen from the table expenses to advance the TVET priority contributes the largest share to the funding gap. Capacity Development and IE make up the next largest shares followed closely by ICT. The contribution of ECE is relatively small because the bulk of proposed expenditure in ECE is for teachers are excluded from the calculation of the funding gap.

To assess the level of contribution that the ESSP 2020-24 should make to the funding of the shortfall identified in the ESP 2019-24, a number of steps were taken.

An assessment of the proposed expenditure in the MTEF was undertaken. Questions asked in undertaking this exercise included:

- How well aligned is the proposed allocation of funding with ESP goals and priorities?
- How appropriate does the costing appear for the activities proposed?
- Does the profile of the proposed expenditure over time look appropriate e.g. does an activity requiring some initial development time before going to scale have a rising expenditure profile?
- Is there duplication in provision?
- How scalable is the activity i.e. can the level of activity be easily reduced?

This exercise provided a good sense of what was in the ESSP and what was not. The general conclusion was that the proposed expenditure in the MTEF is relatively well aligned with the priorities and goals identified in the ESP 2019-24. The exercise identified some activities that were in the view of the assessor over provided for and some for which there was under-provision but overall these tended to balance each other off.

A brief summary of some of the key expenditure items under each priority is as follows:

TVET: Major expenditure items here are for remedial support and bridging programmes, support for vulnerable students, development and implementation of the TVET in secondary schools. The largest single expenditure items are for supporting TVET trainers to obtain TVET qualifications ($1.5m over four years), establishing and maintaining internal quality assurance mechanisms of TVET providers ($1.5m over four years) and the purchase and maintenance of equipment ($1.9m over four years). It

[91] ESP 2019-24 p.43

seems possible to increase or decrease the amount spent on a number of the largest expenditure items, depending on the funding available.

Inclusive Education: expenditure was focused mostly on capacity development for IA and school staff personnel or support for teacher aides with the latter taking over half the budget over four years. The major question is this area is not that the proposed expenditure is low priority but whether the activities can be done more cost effectively and also whether the capacity exists to carry them out on the scale envisaged.

Early Childhood Education: the major expenditure in the ECE area is for upgrading of ECE teachers' qualifications which is in line with the recommended emphasis on quality.

Information Communication and Technology: Well over half of the four year allocation in this area and over 10% of the total MTEF funding gap is allocated to the development of SEMIS and associated capacity development. The project needs further development to be sure of costs but it is a high priority activity and it is likely that the full amount will be spent. The budget for capacity development is likely weighted too much to the early years.

Capacity Development: the largest allocation under capacity development ($7m over four years) is allocated to in-service teacher qualification upgrade programme. A considerably smaller amount is allocated to supporting and developing teaching staff in school settings.

Overall it appears that, while being for the most part well targeted in priority areas, there is scope to adjust the level of spending and find efficiencies in the proposed expenditure. This suggests that the funding for budget support should be set at a percentage of the total funding gap to incentivise some further efficiency in delivery and allow for initial overestimation of the how much of the larger activities it is likely to be possible to do. The proposed level of budget support of SAT $35.5m represents 75% of the funding gap. This allows for a reasonable level of refinement of costs including reducing the scale of some activities and finding more efficient ways of delivering them. It also allows for slower than anticipated start up in some activities and the possibility that either financial or in-kind contributions from other sources will be identified.

It should be noted that no allowance has been made for price inflation: the assumption is that this is either already built into the MTEF cost estimates or will be handled separately by the GoS.

Treatment of previously ring-fenced funding for IE providers

The design provides for the removal of ring-fencing of the funding for IE providers. If the cost of funding these providers is already included in the MTEF then incorporating such funding is captured in the calculation of budget support already discussed. However, as noted in the main document, the MTEF currently does not provide for the payment of previously ring fenced funding to IE providers. Therefore in the development of the budget a separate line item has been identified to be added to budget support for this previously ring-fenced funding. The figures used for this are the amounts in the JFA for ring-fenced funding for each of 2016/17 and 2018/19 of $2.112m. As also noted in the main document, if this amount is not in the MTEF but is included in budget support then, the MTEF should be increased by this amount meaning that there will be no impact on the funding gap from this addition to budget support.

Calculating the provision for the TA Facility

The design has used two steps to arrive at a budgeted amount for the TA Facility.

1. The design makes recommendations for the use of TA in a number of priority areas and the ES has expressed a desire to continue the use of a TA Facility to expedite the procurement process for TA.

   To estimate the baseline component of the budget for the TA facility, the draft Terms of Reference for recommended TA in Annex H were costed. The costing was undertaken using published rates for different components of the cost for TA, using the specified level, length and location for each TA as in Annex H. A management fee was also included. Costing was initially done in Australian dollars and an exchange rate of AUD1 = SAT1.835 was used to convert to Samoan tala.

2. The ES has indicated a desire to use the TA Facility for TA requirements other than those recommended in the design. In addition, there is less information about TA requirements or other forms of support (e.g. coaching, mentoring and knowledge sharing) which might be required in the later years of the ESSP as implementation of the ESP proceeds. This is reflected in the fact that the profile for the TA costed above diminishes significantly over the four years.

   To ensure there is additional capacity to support TA needs, particularly for implementation support in the later years of the design, a further provision has been added to the estimated budget for the TA Facility. This provision has been calculated by increasing the baseline cost estimates for the design recommended TA by one-third in Year 1, one-half in Year 2 and doubling them in Years 3 and 4 of the ESSP. This creates a larger provision in the later years of the ESSP, reflecting the greater uncertainty about TA needs in the later years. The cost components of the facility are set out in the table below.

Table F6: Calculation of the cost of the TA Facility

AUD		**2020-21**	**2021-22**	**2022-23**	**2023-24**	**Total Cost**
Short-Term TA		472,494	235,905	91,575		799,974
Review Team TA:						-
1. Mid-Term ESP/ESSP Review Team				100,199		100,199
2. End-of-program ESP/ESSP Evaluation					122,843	122,843
Long-Term TA		559,592	559,592	279,796	279,796	1,678,776
Total		1,032,086	795,497	471,570	402,639	2,701,791
Total in WST using exchange rate AUD1= SAT1.835		1,893,878	1,459,737	865,331	738,842	4,957,788
Total with provision included		**2,500,000**	**2,200,000**	**1,750,000**	**1,500,000**	**7,950,000**

The overall budget for the ESSP is set out below:

Table F7: ESSP Budget 2020-24

SAT$M	2020/21	2021/22	2022/23	2023/24	TOTAL
MTEF FUNDING GAP (1)	12.371	12.685	11.430	10.799	47.284
CONTRIBUTION TO MTEF BY BUDGET SUPPORT (2)	9.278	9.514	8.573	8.098	35.463
FUNDING GAP REMAIING (1) – (2)	3.093	3.171	2.858	2.699	11.821
RING FENCED IE FUNDING[92] TO BE ADDED TO BUDGET SUPPORT(3)	2.112	2.112	2.112	2.112	8.448
COST OF TA FACILITY (4)	2.500	2.200	1.750	1.500	7.950
TOTAL ESSP BUDGET (2) + (3) +(4)	13.890	13.826	12.435	11.710	51.861

[92] The amount used for the previously ring-fenced fund is the same amount that was ring-fenced in the JFA of the last ESSP for the final two years.

Annex G: Assessment of Procurement Systems

Introduction

In this section, pertinent aspects of the proposed delivery mechanism are explained. The current delivery approach, provided for in the Joint Funding Arrangement (JFA), specifies **sector budget support** based on process indicators (un-earmarked financing in support of key operational areas identified in the ESP – 70 percent, fixed tranche component), and performance-linked contributions (subject to mutually agreed SEP performance indicators – 30 percent, variable tranche component). Included within the fixed tranche component is a ring-fenced sub-component targeting inclusive education programmes. Over and above the fixed and variable tranche components is an on demand technical assistance budget, administered by a DFAT/MFAT service provider.

The investment design focuses on whether this modality should continue as is, or modified in some way. An analysis of the benefits and disadvantages of continuing with a performance tranche has been included in section D with a proposal that the ESSP 2020-24 not include such a tranche.

The investment design recommendations are informed by GOS pubic financial management (PFM) processes and systems, the updated ESP and the DP (development partner) budget support IA absorption capacity. This necessarily requires updating the inherent PFM fiduciary risks. Reliance has been placed on recent ESSP reviews, PFM assessments including the *DFAT Samoa Assessment of National Systems* (2018), the *IMF Public Expenditure and Financial Accountability Assessment (PEFA)* (2019) and the *IMF Article IV Consultation* 2019.

Covered in this section are the following PFM aspects that have been flagged by ESSP reviews and PFM assessments as requiring fiduciary risk mitigation attention:

i) GoS procurement process and procedures
ii) Accounting and reporting
iii) Internal audit
iv) External audit

GoS Procurement processes and procedures
The MOF procurement division, is responsible for cross-government procurement. The GoS procurement significance to ESSP is as follows:

i) Under the recommended ESSP modality, on-budget support relies on the use GoS procurement processes and procedures.
ii) DFAT Samoa assessment of national systems in 2018 marked on-procurement as a low to moderate risk. This was because of: i) weak line ministry procurement capacity; ii) absence of a complaints mechanism; iii) absence of framework arrangement in some sectors.

Major reform work is underway to improve the procurement process and capacity in line ministries and public bodies. DFAT is providing support for training-of-trainers (TOT) training (the service provider is Charles Kandel Partners who are providing three procurement expert consultants The TOT is being recruited from MOF, Attorney General's Office (AGO), ministry of works and selected line ministries.

An across-government MOF procurement manual that has been regularly updated (2008, 2014, 2016 and 2019) is available to line ministries. The revised procurement manual will roll-out in January 2020 with a focus on 12 line ministries for training (including MESC). Although there are no plans to establish procurement units within line ministries due to a lack of resources, capacity building focus will be on corporate services division within the line ministries.

Available for training is a free of charge on-line World Bank procurement certificate that MOF procurement division has taken advantage of and advise line ministries to do so also. This strengthens the on-procurement ESSP low-risk assumption due to the focus on continued capacity building which has been problematic in the past.

The ESP has made improvement in procurement an emphasis: line ministry capacity building and use of government system. An area that could improve ES procurement is use of a framework for common procurement such as: stationery; consumables and: fixed assets such as computers, desks. This will aid in by-passing the cumbersome procurement process such as delays in the purchase approval ex-ante process, the need for various quotes, AGO review and endorsement. This could also result in savings. The ES should consider requesting that the Minister of Education request MOF to establish an ES framework arrangement.

The Government Tenders Board (GTB), comprising of the Ministers of Finance, works, Attorney General's office, MOF CEO finance and MOW CEO make decisions on tenders that are in excess of SAT50k for line ministries and SAT200k for public bodies. It meets weekly. The secretariat for the GTB is the MOF procurement division and the Secretary is that division's ACEO. MOF procurement division collates tender bids received and makes its recommendation to the GTB on the preferred bid. Prior to submitting its recommendations, the procurement division sends the tender documents to the AGO for legal clearance. Subsequent to GTB approval, the successful tender then goes to AGO again to review changes that may have been made. This further delay the process. The GOS plans to abolish this last step in January 2020 as reliance can be placed on the procurement capacity building through the TOT intervention in line ministries. This should speed up the procurement process and therefore ESSP budget execution without comprising controls and safeguards.

A major weakness in the procurement process has been the absence of an adjudication (complaints) process. This has now been recently rectified. An adjudicator has been appointed (former MOF CEO meeting the requirement is for the appointment of a financial management expert) together with a second (a legal expert) and third (an engineer) adjudicator in the event of conflict of interest. The adjudicator reports their conclusions and recommendations to Cabinet. The GTB would defer to the adjudicator should there be technical matters to resolve in the tender bids (or if the responsible line ministry is unable to resolve the technical issue). This addresses the fiduciary risk weakness of no complaint's mechanism.

According to the MOF procurement division, the MESC ESCD has previously had a history of noncompliance with GOS procurement procedures. However, the current ACEO of ESCD has a good working relationship with MOF procurement. In addition, the newly appointed MESC Finance ACEO is a former MOF officer and is well regarded. This is encouraging for ESSP procurement and PFM in general going forward.

Government of Samoa Accounting

The MOF account division is responsible for accounting and reporting across-government, including:

i) Preparation of budget and expenditure reports related to education sector and ESSP expenditure
ii) Manage/disburse and reconcile Central Bank, ESSP bank account
iii) Reporting of the ESSP budget support revenue and expenditure
iv) Reporting of GoS total budget allocation to the sector
v) Disburse ESSP tranche (by way of grant) payments to SQA, NUS bank accounts (unlike line ministries, public bodies maintain their own bank accounts)
vi) Disburse and pay MESC suppliers directly
vii) Pay teacher payroll.

Approximately 98 percent of GoS operating expenditure payments are paid by MOF by way of electronic fund transfer (EFT) payments, after the necessary expenditure paper work is submitted by line ministries. This serves as a good audit trail for MESC and ESSP expenditure and reduces the risk of fraud and misappropriation.

For ESSP tranche disbursements, account division receives instructions from ACDM. Account division checks the paper work from ACDM (e.g. Cabinet directive, list of schools and amounts, bank account details) before effecting expenditure payment.

The SQA and NUS receive ESSP grants (as opposed to warrant disbursements) in their own bank accounts and pay for expenditure themselves. As SQA and NUS capture revenue and expenditure and report on them outside of the MOF Finance One accounting financial management information system (FMIS - across-government accounting system), a due diligence of their respective accounting systems maybe warranted – e.g. system, internal control, internal audit assessment).

Account division does daily bank reconciliations for: Central Bank bank account (ESSP monies); general revenue bank account with Bank of South Pacific and; operating bank accounts at four commercial banks. This serves as good internal control.

The MOF financial reports do not include commitments. This means that liabilities are not captured in financial reports as Finance One is a cash basis accounting system and does not include accruals i.e. unpaid liabilities are not captured. This is common for most government accounting systems. Clear procedures are set for expenditure cut-offs at year-end. This serves as a good expenditure arrears safeguard. Unlike GoS funds, ESSP funds are carried over into the next fiscal year and therefore are available to meet any contingent liabilities. Consequently, the risk of ESSP overspending is low.

The current JFA require assets greater than SAT1,500 in value to be included in IA asset registers. Although up-to-date asset registers are not being generally being kept, the Finance One system has asset register modules that can be used. Most line ministries are now updating these modules. An issue with most line ministries is identification and recording of asset historical values/asset purchase date. A GoS policy is needed on asset values to trigger inclusion in the asset register.

Government of Samoa Internal Audit

The MOF, Internal Audit Division (IAD) is responsible for across-government internal audits. These audits, done in conjunction with line ministry internal audit units, are limited risked-based annual audits of all line ministries and public bodies, including EQA and NUS. What is considered to be high risk PFM components are covered e.g. procurement (this is normal risk-based audit practice). The IAD will pilot risk-based audits across-government, including MESC, SQA and NUS, in October 2019 together with TA support from Pacific Financial Technical Assistance Centre (PFTAC - IMF based in Fiji). This is reassuring. Results of the MESC, EQA and NUS findings (called management letters) should be shared with DFAT/MFAT together with a report on audit recommendation follow-up action taken.

There is an internal audit across-government regulation (four years in development) which is due to come into force. The regulation provides for: i) more powers to line ministries, including MESC internal audit units; and ii) the establishment of the Ministry Audit Committee across-government that will help ensure audit finding are followed-up. The regulation will also apply to public bodies (includes SQA and NUS who have their own internal audit divisions).

The IAD does not follow-up on line ministry and public body audit spot checks. This will be mitigated by the points above but will need to be tracked during ESSP implementation to ensure that it actually happens.

Implications for Fiduciary Risk Mitigation

Relevant to the JFA process triggers are the fiduciary risk mitigation measures. In the previous ESSP these were used to assess whether the level of fiduciary risk was such that withholding of some of the fixed tranche budget payment by the DPs was warranted.

While it is expected that withholding of payments of budget support under the new ESSP will be the exception rather than the norm, inclusion of some indicators that might trigger its consideration is recommended. This section assesses the triggers used in the previous ESSP and proposes a set for the new ESSP.

The matrix below shows in Section 1 the disbursement triggers in the current JFA, the related process indicator (PI) of which there may be several, a column indicating whether the trigger should be kept, an explanation for the trigger and the source of verification. An explanation is given in the comment/explanation column as to whether the process indicator should be kept or not. Generally, process indicators were found to repetitive or too low level or to have already been identified as a precondition that had already been cleared by the DFAT/MFAT GoS PFM assessment as low risk and therefore not pertinent.

Shown in **Section 2** of the matrix are suggested process indicators for the new ESSP. Here, the focus has been on triggers that:

i) Cover all critical PFM processes;
ii) Meet preconditions but require concurrent tracking;
iii) Have been assessed as low- to medium fiduciary risks e.g. procurement and audit.

Table G1: Joint Funding Arrangement - Process Indicators

Disbursement Trigger	Process Indicator	Keep Y/N?	Comment/Explanation	Source of Verification
1. Current Process Triggers				
1.1 ESP strategy, policy & governance arrangements are on track.	1.1.1 No concerns raised at the preceding annual review.	N	i) Repetition - repeated across other indicators. ii) PFM fiduciary risk mitigation residual risks are low i.e. precondition met to satisfy on budget support. Can be replaced with more high level and strategic indicator. See proposed triggers below.	N/A
	1.1.2 ESWG is meeting at least quarterly.	N	As per point ii) above.	N/A
	1.1.3 ESP adjustments circulated to ESAC members at least two weeks before January meeting.	N	As above	N/A
	1.1.4 ESAC is meeting at least quarterly.	N	As above	N/A
	1.1.5 All approved task force meets at least quarterly.		As above	N/A
	1.1.6 Maintenance of mutual understandings between GOS & DPs on pre-sector budget support arrangements.	N	As above	N/A
1.2 ESSP funds is not leading to a reduction in GOS own financial commitment to the ES.	1.2.1 Fraction of the estimated payments to education from the treasury fund for the current financial year exceeds 14% after deducting ESSP contribution.	Y	Disbursement trigger should be kept in order to mitigate against fungibility. However, indicator 2.1 should be redefined to ensure clarity as well as realism. See proposed fixed process indicators below.	Annual national budget estimates and midyear supplementary budgets.
1.3 Financial allocation is on track in accordance with the sector plan as subsequently amended through the Jan meeting of ESAC.	1.3.1 Less than 10% divergence between the final estimates and the MTEF approved at the Jan meeting of the ESAC for the previous financial year.	N	Repetition - can be covered by trigger 1.2 above.	N/A
1.4 Implementation is on track.	1.4.1 No critical path outputs are more than a year behind schedule except those for which deferral has been approved by ESAC.	N	Can be handled through strategic engagement around established review processes	N/A
1.5 Monitoring and reporting on track.	1.5.1 Dissemination of annual ESP progress reports sent to stakeholders at least two weeks before the annual review, including an analysis of progress against the KPIs and other indicators in the ESP MEL framework (and with	N	Needs more clarity. See proposed fixed process triggers below.	N/A

Disbursement Trigger	Process Indicator	Keep Y/N?	Comment/Explanation	Source of Verification
	a complete set of baseline results included in 2015/16).			
	1.5.2 Consolidated quarterly and annual financial management reports (including findings from the audit reports) provided on time by ESCD for consideration by the ESAC and annual review.	N	As above	N/A
1.6 Risk management is on track.	1.6.1 Internal audit reports and ESCD follow-up on these reports show progress on reducing the residual PFM and procurement risks within the sector.	N	As above	N/A
2. Proposed Process Triggers for ESSP 2020-24				
2.1 ES budget preparation and approval.	2.1.1 GOS ES domestic funding does not decrease year-on-year.		This is to ensure that the ES budget continues to be credible as well as mitigating the risk of fungibility of DP budget support.	GOS self-assessment: trend analysis of the annual and mid-year national budget estimates.
	2.1.2 The ES MTEF calculates multiyear budget estimates that are aligned to the policy objectives, outcomes and outputs of: i) the Samoa Development Strategy 2016-20 and its update 2021-24; the ESP 2019-24; IA corporate plans & workplans.		This is to ensure that ES budget estimates continue to be policy based, and are multiyear budget estimates.	GOS self-assessment: MOF Economic Policy and Planning Division annual assessment of ES MTEF and strategic documents.
2.2 Budget execution (including procurement processes, procedures and value for money)	2.2.1 Procurement reform - Use of a framework arrangement to be used for common procurement such as: stationery; consumables and: fixed assets such as computers, desks. Framework arrangement underway.		This is to ensure that procurement reform implementation is on track, thus mitigating inherent risks that have been identified through DFAT PFM assessment.	GOS self-assessment: MOF Procurement Monitoring Services Division annual assessment of procurement reform implementation on track..
	2.2.2 Procurement capacity building: Training-of-trainers (TOT) training TOT roll-out in November. The TOT is being recruited from MOF, Attorney General's Office (AGO), Ministry of Works and		As above	As above

Disbursement Trigger	Process Indicator	Keep Y/N?	Comment/Explanation	Source of Verification
	selected line ministries. TOT training rolled-out. Retraining plan implemented year-on-year as necessary.			
	2.2.3 GTB procurement adjudicator established and functioning year-on-year.		As above	As above
2.3 Independent Internal Audit	Internal audit reforms - The IAD review of risk-based audits of ES IAs are being undertaken year-on-year. Results of the MESC, EQA and NUS findings (i.e. management letters) shared with DFAT/MFAT together with a report on audit recommendation follow-up action undertaken.		This is to ensure that internal audit reform implementation is on track and that internal audit finding follow-up action is taken.	GOS self-assessment: MOF IAD annual assessment of internal audit reform implementation on track.
2.4 ES implementation & governance arrangement: ESAC oversight of ES and ESSP	Governance arrangements: The targets for ESP indicators 31, 36 and 37 are achieved		This is to ensure that the ES and ESSP governance mechanism is functioning as intended including the ESCD and working groups etc. The IVP could play a role in assessing this PI.	Annual and mid-term ESP/ESSP review findings.
2.5 External audit	External audit reforms – IA external audit management letters are shared with DPs on an annual basis.		This is to ensure that the external audit reform is in track and that the IAs are being externally audited and audit finding follow-up action is taken.	GOS self-assessment: SAO IA external audit reports and follow-up.

The recommended process indicators will be included in the JFA, along with the pre-conditions outlined in Section G: Inclusive Education relating to the discontinuation of ring-fencing of the funding for IE providers.

Process for review of process indicators

In keeping with the general theme of minimising ESSP transaction costs and to encourage ownershp and sustainability, verification of the proposed fixed process framework above will rely primarily on GOS self-assessment. The ESCD will coordinate and collate the GOS self-assessment of each of the fixed process indicators from the appropriate entity (as indicated in the table above) in time for consideration by ESAC as part of the annual ESP and ESSP reviews. The independent reviewer proposed in this design will also review the GOS self-assessment (including whether ESP indicators 31, 36 and 37 have been achieved).

Once this process of collation and review have been completed, the GOS and the DPs will need to discuss what, if any, are the implications of the assessed performance for the DP's future payment of budget support. It is proposed that any withholding of payments by the DPs because of underperformance against the indicators would only occur in circumstances where there was serious concern about what the indicators revealed and/or persistent under-performance.

Annex H: Summary of Design Recommendations and Draft Terms of Reference for Technical Assistance

Introduction

This annex contains a summary of the recommendations for ES consideration contained in the design and the Draft Terms of Reference for recommended Technical Assistance positions.
TA is proposed where it is seen as key to advancing particular pieces of work and/or building IA capacity. In doing this TA should increase the effectiveness of the ESP in a manner that promotes sustainability through working relationships with IA staff.

In addition to the following TA ToR, the design recommends and includes provision for the continuation of the existing strategic planning TA resource in the ESCD and the conduct of the mid-term and final reviews outlined in the draft terms of reference at the end of Annex D.

Summary of design recommendations for ES consideration and associated TA positions

No	ESP Goal and Priority	Recommendation	Description of any TA support
1.	ESP Goal: 1 ESSP section G: Capacity Development	Undertake a review of current policy and practice in the teaching of literacy and numeracy in Samoa's primary schools.	Curriculum Evaluation Specialist/Team leader and Literacy/Numeracy (Primary Education) Specialist to undertake the recommended review of the teaching of literacy and numeracy and develop an action plan to address identified issues
2.	ESP Goal: 1 ESSP Section G: Capacity Development	Review of the relevance and effectiveness of in-service professional development for primary school teachers and principals.	Education Specialist to undertake the recommended review of the relevance and effectiveness of in-service professional development for primary school teachers and principals in Samoa and develop an action plan to address identified issues
3.	ESP Goal: 1 ESSP section G: Capacity Development	Implement action plan resulting from recommendations 1 and 2.	TA may also need to be engaged to assist with the implementation of the action plan resulting from recommendations 1 and 2. This TA could work with IA staff and school practitioners to make effective change in practice and raise capacity. Opportunities for partnering with universities or regional agencies with experience in the area could also be explored.
4.	ESP Goal: 2 ESSP section G: Inclusive Education	Implement, review and redesign the IE Policy Implementation Plan. Incorporate inclusive education requirements and approaches across mainstream efforts, notably the development	Inclusive Education Adviser to provide support to this work as an ongoing process.

No	ESP Goal and Priority	Recommendation	Description of any TA support
		of a capacity development plan for IA staff (activity 5.1.1).	
5.	ESP Goal: 2 ESSP section G: Inclusive Education	Link the development of national screening programmes to identify and support children with disability (ESP activity 2.1.2) to the integration of a disability identification process and tool within SEMIS (ESP activity 4.3.1).	EMIS Specialist: Disability Data Disaggregation Adviser to support the development of desired functionality relating to IE within the SEMIS system.
6.	ESP Goal: 2 ESSP section G: Inclusive Education	Discontinuation of the current ring fenced funding arrangement and incorporation of funding for IE in general budget support, recognising this will require significant change and the development of strong processes to avoid risks. To manage risks the following actions are recommended: • Establish multiyear MoUs between MESC and the service providers which sets out funding intentions and requirements until June 2024 • Contracts and disbursement systems in place, Reporting and monitoring systems agreed and established • Adjustment of the MTEF's relevant IE Output to reflect the change in funding mechanism and incorporate funding to IE service providers.	Engagement of the IE Advisor (see recommendation 5) in early 2020 is recommended to assist with the required actions to ensure the necessary systems are in place to support the discontinuation of ring-fencing of funding to IE providers. To be funded from the current TA Facility. As well as other actions, this would include support for the development of proposal and reporting formats for service providers, and provision of training in the use of these, as well as support for MESC's Inclusive Education Unit and Corporate Services Division to reinforce and improve processes for these.

No	ESP Goal and Priority	Recommendation	Description of any TA support
		ESAC and DPs should assess readiness of the system to manage discontinuation of ring-fencing ahead of the commencement of the new ESSP in June 2020.	
7.	ESP Goal: 2 ESSP section G: Inclusive Education	Assign the role of disability focal point to a staff member within ESCD, to ensure IE stays high on the agenda.	N/A
8.	ESP Goal: 2 ESSP section G: Inclusive Education	Review the salaries of principals and staff working for inclusive education providers relative to principals and teachers in other schools and make recommendations.	N/A
9.	ESP Goal: 4 and 5 ESSP section G: ICT	Plan for the financial and human capacity to continue to properly support investment in ICT over time.	N/A
10.	ESP Goal: 4 ESSP section G: ICT	Review current organisational culture and recommend initiatives to effect changes which will increase the chance of successful outcomes from upcoming ICT initiatives.	• Short-term behavioural / social psychologist specialising in organisational change. To analyse the current organisation, make recommendations and suggest initiatives to maximise the uptake of ICT initiatives and guide the Sector towards a data-driven culture.
11.	ESP Goal: 4 ESSP section G: ICT	Produce a Scope of Work and Project / Implementation Plan for SEMIS and perform a fit analysis of the Fijian EMIS system to the	Short-term ICT specialist to prepare:

No	ESP Goal and Priority	Recommendation	Description of any TA support
		Education Sector's financial systems, business information and reporting needs.	• A robust Scope of Work and project / implementation plan for SEMIS in conjunction with MESC personnel • A gap/fit analysis for SEMIS system with existing financial systems viz. Attache, FinanceOne, Xero • A gap/fit analysis for FEMIS system in the Samoan context • Cost and time estimates for SEMIS project.
12.	ESP Goal: 4 ESSP section G: ICT	Provide expertise, advice and continuity of guidance during the development and implementation of the SEMIS system.	Long-term specialist with proven ability in the development and implementation of large multi-user ICT systems to provide expertise, continuity of advice and guidance during the SEMIS development and implementation.
13.	ESP Goal: 1 ESSP section H: Gender	Undertake a research study to identify reasons underpinning gender disparity in participation and achievement at all levels of the school system, and develop recommended actions.	Gender Adviser to assist with this work. Given the sensitivity of gender-based discussions and programming in Samoa, it is critical to obtain culturally appropriate, contextually grounded technical assistance.
14.	ESP Goal: 4 ESSP section H: CCDRR	Provide expertise for the development of the Climate Change and Disaster Risk Resilience (CCDRR) Strategy for the Education Sector to mainstream consideration for building resilience for climate change and disasters.	Short-term specialist to support the development and delivery of the CCDRR Strategy with an accompanying implementation plan.

No	ESP Goal and Priority	Recommendation	Description of any TA support
15.	ESP Goal: 4 ESSP: Section H CCDRR	Provide expertise to support the first year of implementation of the CCDRR Strategy by the Education Sector.	Support the CCDRR focal points in the Education Sector to identify an Action Plan (with timeframes and responsible actors) in accordance with the Implementation Plan of the CCDRR Strategy for the Education Sector. Undertake tasks to support the implementation of the CCDRR Strategy in accordance with the Action Plan and Implementation Plan collaboratively with the ESCD and implementing agencies.
16.	ESP Goal: 5 ESSP section F: Monitoring, Evaluation and Learning	Make use of the ESP annual review process to build the MEL capacity of the ESCD and the IA focal points.	Engage a MEL specialist as part of each annual review process to support the data gathering and analysis for all ESP indicators, and facilitate discussion regarding the annual review report to go to ESAC. Also provide independent review for the DPs.
17.	ESP Goal: 4 and 5	Continue the current strategic planning adviser position in the ESCD.	Procurement of the TA resource for this position should proceed ahead of the commencement of the ESSP 2020-24 to support implementation of the early phase of the ESP 2019-20. Funding from June 2020 onwards provided in the proposed TA Facility.
18.	ESP Goal: 5	Engage a short-term Public Financial Management specialist to support the	Procurement of the TA resource for this position should proceed ahead of the commencement of

No	ESP Goal and Priority	Recommendation	Description of any TA support
		establishment of the financial management processes for the ESP 2019-24.	the ESSP 2020-24 to support implementation of the early phase of the ESP 2019-20. To be funded from the current TA Facility.

Draft Terms of Reference for TOR

The list of TA positions for which draft Terms of Reference are included in the following pages is:

1. Curriculum Evaluation Specialist/ Team Leader (Page 140)
2. Literacy and numeracy (primary education) specialist (Page 143)
3. Education specialist for the review of the relevance and effectiveness of in-service professional development for primary school teachers and principals (Page 146)
4. Inclusive Education Specialist (Page 149)
5. EMIS Specialist - Disability Data Disaggregation (Page 152)
6. Short-Term Advisor, ICT Cultural Change (Page 156)
7. SEMIS Long-Term Advisor, Development and Implementation (Page 158)
8. Short-Term Advisor, SEMIS scoping, gap analysis and project design (Page 160)
9. Gender Adviser (Page 162)
10. Climate Change and Disaster Risk Resilience (CCDRR) Strategy Adviser (Page 165)
11. Climate Change and Disaster Risk Resilience (CCDRR) Adviser (Page 169)
12. Monitoring, Evaluation and Learning Specialist (Page 173)

It is emphasised that all the ToR included below will be subject to change and decision by the ES as to whether they proceed.

Position Title:	**Curriculum Evaluation Specialist/Team Leader (one of team of 2) For: the review of current policy and practice in the teaching of literacy and numeracy in Samoa's primary schools.**
Number of positions:	1
Functional Area (category):	Education
Keyword:	Adviser
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Yes - Upolu
Contract Type:	Short-term
In-country Input days	20 (one visit)
Home-based input days	10
Nationality:	International or Local
Salary:	DFAT adviser remuneration framework (ARF)
Negotiable?	No
Experience:	10 years minimum
Minimum Education:	Bachelor degree in relevant education field
Education Field:	Curriculum in primary education
Skills required:	• At least 10 years of experience in primary education, including in developing countries (including Pacific island countries would be desirable) • Strong experience and expertise in curriculum planning, development and management at the primary level • Experience and expertise in conducting impact evaluations in the education sector • Fluency in the Samoan language highly desirable (in at least one of the two specialists) • An understanding of the social, cultural, political and institutional factors affecting development in Samoa, including gender and disability issues • Proven people management skills, including in developing locally engaged staff • Proven analytic, report-writing and presentation skills

	• Proven capacity to build and maintain effective relationships with key stakeholders at all levels
Languages required:	1. English 2. As Samoa is following a bi-lingual model in primary schools, at least one of the two specialists should be fluent in the Samoan language.
Job Summary:	Working with the literacy and numeracy specialist, undertake the review of current policy and practice in the teaching of literacy and numeracy in Samoa's primary schools.
Duties & Responsibilities:	Working with the literacy and numeracy specialist, undertake: 1. A review of current policy and practice in the teaching of literacy and numeracy in Samoa's primary schools. This would include: • Reviewing curriculum policy regarding literacy and numeracy teaching, including student assessment • Gauging teachers' and principals' level of confidence, knowledge and understanding of the curriculum model for teaching literacy and numeracy - its pedagogical implications • Observation of how teachers are putting policy into practice in their teaching of Samoan, English and maths; identifying what is working well and what is presenting challenges for both teachers and for students, including those with disability • A focus on how effectively the bi-lingual transition policy is working, and its effect on literacy and numeracy learning 2. An analysis of critical issues that may be constraining effective delivery of the numeracy and literacy curriculum. This would include: • The amount, relevance and effectiveness of professional support provided by MESC to support effective literacy and numeracy teaching • The extent to which newly qualified graduates of the Faculty of Education at NUS are suitably equipped with the knowledge, skills and understanding to effectively teach literacy and numeracy • The adequacy of curriculum teaching/learning resources provided by MESC for teachers and students, as well as other

	classrooms resources (including those purchased by schools themselves using their school grants). • Regarding the bilingual language of instruction policy, what are the language-related challenges to effective teaching (teachers' own language proficiency, curriculum materials, learning materials etc,) • As well as the above technical issues, are there other cultural and attitudinal factors at work? • To what extent is the outcomes-based curriculum model itself presenting a challenge for literacy and numeracy teaching and learning? • As well as the above issues, are there other cultural and attitudinal factors at work? 3. An identification and prioritization of options for building on progress made and overcoming the key challenges 4. Devising of an Action Plan for the ESP period to 2024 The Action Plan will set out a logical progression of activities required to achieve specified outputs over the ESP period. These outputs will be designed to contribute towards the medium term outcome of teachers becoming more effective in delivering the curriculum and the long-term ESP Goal 1 outcome of improved literacy and numeracy levels in primary schools. The Action Plan would set out milestones to be reached over time and progress in reaching these would be monitored by MESC.
Deliverables	**Phase 1**. Pre-visit Inception Report and Evaluation plan, informed by review of documentation **Phase 2**. Summary of findings and draft action plan presented in Samoa at end of evaluation visit **Phase 3** Final Evaluation Report, including Action Plan.

Position Title:	**Literacy and Numeracy (Primary Education) Specialist (one of team of 2)** **For: review of current policy and practice in the teaching of literacy and numeracy in Samoa's primary schools.**
Number of positions:	1
Functional Area (category):	Education
Keyword:	Adviser
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Yes - Upolu
Contract Type:	Short-term
In-country Input days	20 (one visit)
Home-based input days	7
Nationality:	International or Local
Salary:	DFAT adviser remuneration framework (ARF)
Negotiable?	No
Experience:	10 years minimum
Minimum Education:	Bachelor degree in relevant education field
Education Field:	Literacy and numeracy in primary education
Skills required:	• Strong knowledge, experience and expertise in teaching for literacy and numeracy at primary level, including (desirable) in bi-lingual language of instruction settings • Fluency in the Samoan language highly desirable (in at least one of the two specialists) • At least 10 years of experience in primary education, including in developing countries, including (desirable) in Pacific island countries • An understanding of the social, cultural, political and institutional factors affecting development in Samoa, including gender and disability issues • Proven people management skills, including in developing locally engaged staff • Proven analytic, report-writing and presentation skills • Proven capacity to build and maintain effective relationships with key stakeholders at all levels

Languages required:	1. English 2. As Samoa is following a bi-lingual model in primary schools, at least one of the two specialists should be fluent in the Samoan language.
Job Summary:	Working with the Evaluation Specialist/Team Leader, undertake the review of current policy and practice in the teaching of literacy and numeracy in Samoa's primary schools.
Duties & Responsibilities:	Working with the Evaluation Specialist/Team Leader, undertake the following tasks: 1. A review of current policy and practice in the teaching of literacy and numeracy in Samoa's primary schools. This would include: • Reviewing curriculum policy regarding literacy and numeracy teaching, including student assessment • Gauging teachers' and principals' level of confidence, knowledge and understanding of the curriculum model for teaching literacy and numeracy - its pedagogical implications • Observation of how teachers are putting policy into practice in their teaching of Samoan, English and maths; identifying what is working well and what is presenting challenges for both teachers and for students, including those with disability • A focus on how effectively the bi-lingual transition policy is working, and its effect on literacy and numeracy learning. 2. An analysis of critical issues that may be constraining effective delivery of the numeracy and literacy curriculum. This could include: • The amount, relevance and effectiveness of professional support provided by MESC to support effective literacy and numeracy teaching • The adequacy of curriculum teaching/learning resources provided by MESC for teachers and students, as well as other classrooms resources (including those purchased by schools themselves using their school grants). • Regarding the bilingual language of instruction policy, what are the language-related challenges to effective teaching

	(teachers' own language proficiency, curriculum materials, learning materials etc.) • To what extent is the outcomes-based curriculum model itself presenting a challenge for literacy and numeracy teaching and learning? • As well as the above issues, are there other cultural and attitudinal factors at work? 3. An identification and prioritization of options for building on progress made and overcoming the key challenges 4. Devising of an Action Plan for the ESP period to 2024 The Action Plan will set out a logical progression of activities required to achieve specified outputs over the ESP period. These outputs will be designed to contribute towards the medium term outcome of teachers becoming more effective in delivering the curriculum and the long-term ESP Goal 1 outcome of improved literacy and numeracy levels in primary schools. The Action Plan would set out milestones to be reached over time and progress in reaching these would be monitored by MESC.
Deliverables	Working with the Evaluation Specialist/Team Leader to deliver: **Phase 1**. Pre-visit Inception Report and Evaluation plan, informed by review of documentation **Phase 2**. Summary of findings and draft action plan presented in Samoa at end of evaluation visit **Phase 3** Final Evaluation Report, including Action Plan.

Position Title:	**Education Specialist** **For: Review of the relevance and effectiveness of in-service professional development for primary school teachers and principals in Samoa**
Number of positions:	1
Functional Area (category):	Schools Education
Keyword:	Adviser
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Yes - Upolu
Contract Type:	Short-term
In-country Input days	20 (one visit)
Home-based input days	10
Nationality:	International or Local
Salary:	To be determined DFAT adviser remuneration framework (ARF)
Experience:	10 years minimum
Minimum Education:	Bachelor degree in relevant education field
Education Field:	Professional Development in Primary Education
Languages required:	English
Job Summary:	To undertake a review of the relevance and effectiveness of in-service professional development for primary school teachers and principals
Duties & Responsibilities:	To undertake: 1. A comprehensive assessment of the impact of professional development on teachers' knowledge, skills, attitudes and practice. Key questions include: • What is working well? What is not working so well? • Given their own education, knowledge and skill levels, do teachers and principals have the capacity to fully absorb new ways of working?

	• Is the professional development provided relevant to the real needs in classrooms? • Is it effective in improving the teaching / learning process? • Are desired teacher behaviours becoming embedded and sustained? • What part do teachers' and principals' attitudes, beliefs, incentives and motivations play in the absorption of professional development inputs? 2. An analysis of the capacity of the main providers of professional development The main providers of professional development are staff from Curriculum Design and Materials Division (CMAD) , the school inspectorate in School Operations Division (SOD) in MESC; and, to a lesser extent, the Faculty of Education(FoE) at NUS. FoE's contribution is largely limited to the teacher qualifications up-grading programme. Key areas of focus are: • An assessment of providers' own knowledge and skill levels, including their own capacity to absorb and model, for example, new pedagogies and pass these on to teachers in schools. • An assessment, given their job descriptions in their home divisions, of providers' availability to meet effectively the considerable demands of preparing, resourcing and delivering field-based professional development. • What part do providers' own attitudes and beliefs about teaching, and their own incentives and motivations, play in the effectiveness of professional development inputs? 3. An assessment of the capability of the Teacher Development and Advisory Division at MESC to perform its core functions. These functions include coordinating, facilitating and providing professional development for all teachers and principals in primary and secondary schools, including in inclusive education, positive behaviour management and child protection (for example providing training in the safe schools policy). 4. An examination of the link between monitoring teacher standards and responsive teachers' professional development. To what extent is monitoring individual teachers' performance against the Professional Teacher Standards (under the Monitoring, Evaluation and Review Division in MESC) linked to responsive, tailor-made professional development to improve teacher effectiveness?

	5. Identification and prioritization of options for building on strengths and addressing the key challenges identified. 6. Devising of an Action Plan for the ESP period to 2014 The Action Plan will set out a logical progression of activities required to achieve specified outputs over the ESP period. These outputs will be designed to contribute towards the medium term outcome of teachers responding positively to professional development, reflected in observable, sustained improvement in their classroom practice. This in turn would contribute to the long-term ESP Goal 1 outcome of improved literacy and numeracy levels in primary schools. The Action plan will set out milestones to be reached over time and progress in reaching these will be monitored by MESC.
Deliverables	**Phase 1.** Pre-visit a) Summary literature review of professional development for primary schools - policy and practice, focusing on small countries, and countries with bilingual language of instruction policies. b) Evaluation plan, informed by review of Samoa documentation **Phase 2**. Summary of findings and draft Action Plan presented in Samoa at end of review visit **Phase 3** Final Review Report, including Action Plan.

Position Title:	**Inclusive Education Specialist**
Number of positions:	1
Functional Area (category):	Inclusive Education
Keyword:	Inclusive Education, Disability, Adviser
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Yes
Contract Type:	Short-term
In-country Input days	Year 1: 30 (3 inputs) Year 2: 30 (3 inputs) Year 3: 20 (2 inputs)
Home-based input days	Year 1: 30; Year 2: 30; Year 3: 20
Work Type:	Intermittent
Probation Period:	N/A
Duration:	months
Possibility of Extension?	Yes
Nationality:	International
Gender:	N/A
Salary:	ARF C4
Negotiable?	No
Experience:	7 years
Minimum Education:	Master's degree
Education Field:	Education, Disability, International Development
Skills required:	• Demonstrated technical experience in Inclusive Education in low- and middle- income countries, including in the Pacific (experience in Samoa would be desirable) • Experience in inclusive education advocacy, policy development, review and implementation, monitoring and operational planning • Proven experience in developing and implementing a range of capacity development strategies in response to identified inclusive education needs • Demonstrated ability to establish partnerships, including processes to guide planning, monitoring and reporting

	• Proven ability to provide guidance and training to line ministries and implementation partners in response to inclusive education needs as they develop and change • Knowledge of approaches to disability data collection within an education setting • Excellent written and verbal communication and diplomacy skills • Strong understanding of the social, cultural, political and institutional factors affecting development in Samoa including gender and disability inequalities • Cross-cultural understanding and commitment to local ownership and leadership • Strong computer skills • Strong teamwork skills.
Languages required:	English
Job Summary:	**Background:** The Education Sector Plan highlights Inclusive Education as one of five priority areas. Efforts of Implementation Agencies are driven by the Inclusive Education Policy and its corresponding Implementation Plan and led by the Inclusive Education Unit within MESC. **Objectives:** The objectives of inclusive education support include but are not limited to: • Strategic review and progression of Samoa's Inclusive Education Policy • Development of effective MESC partnerships with inclusive education service providers, supported by transparent processes and efficient accountability mechanisms • Strengthened management of inclusive education work processes and programs by MESC's Inclusive Education management, grounded in technical evidence
Duties & Responsibilities:	The Inclusive Education Specialist will have the following primary duties and responsibilities: • Review progress of Samoa's Inclusive Education Policy Implementation Plan, and work with the Inclusive Education Reference Group to update this • Provide technical support and advice on specific priorities within the Inclusive Education Policy Implementation Plan

	• Undertake a professional development needs analysis with inclusive education service providers, implementing agencies and model inclusion schools • Develop and implement a professional development / coaching plan to address these needs • Review past proposal and reports provided by inclusive education service providers and document recommendations • Support collaborative development of a process which supports disbursement of grants to inclusive education service providers, including the development of proposal and reporting tools, and training and coaching in the use of these • Collaborate with MESC's Inclusive Education and Procurement Units to develop and operationalize a process to manage the disbursement of grants to inclusive education service providers, developing tools and providing training and coaching as required • Any other tasks and responsibilities as required for the implementation of the project and requested by line Supervisor **Reporting Line:** • Reports directly to: to be determined.
Deliverables	• Quarterly reports against each of the duties outlined in the ToR, outlining achievements and lessons, and attaching any outputs developed during the reporting period • Updated Inclusive Education Policy Implementation Plan • Professional development needs analysis regarding Inclusive Education, and professional development / coaching plan • Process which enables MESC to manage the disbursement of grants to inclusive education service providers
Qualifications:	**Education:** Postgraduate qualification in education, inclusive education, disability, community / international development **Experience:** • 7+ years demonstrated technical experience in Inclusive Education in low- and middle- income countries, including in the Pacific (experience in Samoa would be desirable); • Experience in inclusive education advocacy, policy development, review and implementation, monitoring and operational planning; • Proven experience in developing and implementing a range of capacity development strategies in response to identified inclusive education needs.

Position Title:	**EMIS Specialist - Disability Data Disaggregation**
Number of positions:	1
Functional Area (category):	Inclusive Education, Monitoring Evaluation and Learning
Keyword:	Disability, Data, Education Management Information System, Adviser
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Yes
Contract Type:	Short-term
In-country Input days	Year 1: 30 (3 inputs); Year 2: 20 (2 inputs)
Home-based input days	Year 1: 30; Year 2: 30
Work Type:	Intermittent
Probation Period:	N/A
Duration:	24 months
Possibility of Extension?	Yes
Nationality:	International
Gender:	N/A
Salary:	ARF C4
Negotiable?	No
Experience:	7 years
Minimum Education:	Master's degree
Education Field:	Education, Statistics, Disability, International Development
Skills required:	• Demonstrated technical experience in disability data collection and analysis in low- and middle-income countries, including in the Pacific (experience in Samoa would be desirable) • Experience in establishing contextualized systems and tools, based on international best practice, to support disability data collection and analysis within Education Management Information Systems (EMIS) to support inclusive education advocacy, policy development, monitoring, reporting and operational planning • Proven experience in developing and implementing a range of capacity development strategies in response to identified disability data collection and analysis needs • Demonstrated ability to establish partnerships, including processes to guide planning, monitoring and reporting

	• Proven ability to provide guidance and training to line ministries and implementation partners in response to disability data collection and analysis needs • Knowledge of international inclusive education reporting requirements, including those outlined within the Convention on the Rights of Persons with Disabilities and the Sustainable Development Goals • Excellent written and verbal communication and diplomacy skills • Strong understanding of the social, cultural, political and institutional factors affecting development in Samoa including gender and disability inequalities; • Cross-cultural understanding and commitment to local ownership and leadership • Strong computer skills • Strong teamwork skills
Languages required:	English
Job Summary:	**Background:** The Education Sector Plan highlights Inclusive Education as one of five priority areas. Efforts of Implementation Agencies are driven by the Inclusive Education Policy and its corresponding Implementation Plan and led by the Inclusive Education Unit within MESC. **Objectives:** The objectives of Disability Data Disaggregation support include but are not limited to: • Development of effective disability data collection and analysis processes and tools that meet school, national and international reporting requirements and enable more effective provision of support to students with disability in classrooms • A refreshed SEMIS, which includes disability data collection and analysis processes and tools • Inclusive education service providers with stronger disability data collection processes, which feed into SEMIS • Strengthening of SEMIS such that its reports inform planning and resource allocation at the Implementing Agency and school levels
Duties & Responsibilities:	The Inclusive Education Specialist will have the following primary duties and responsibilities: • Review international, national, and school-level inclusive education reporting requirements • Review existing disability data collection and analysis tools and processes, and the likelihood that these can be used by the Government of Samoa to report against requirements

	• Provide recommendations for strengthening disability data collection and analysis tools and processes • Develop and integrate a disability disaggregation system within SEMIS that enables school-level identification of students with disability, data analysis and MESC-level reporting against national and international inclusive education policy commitments • Develop and implement a professional development / coaching plan for schools, inclusive education service providers and implementing agency staff to collect and use disability data • Any other tasks and responsibilities as required for the implementation of the project and requested by line Supervisor **Reporting Line:** Reports directly to: to be determined.
Deliverables	• Quarterly reports against each of the duties outlined in the ToR, outlining achievements and lessons, and attaching any outputs developed during the reporting period • Review of reporting requirements and existing disability data collection tools and processes, including recommendations for strengthening these • Disability disaggregation system developed
Qualifications:	**Education:** Postgraduate qualification in **either** Education, Disability, International Development **and** statistics **Experience:** • At least 7 years' experience in disability data collection and analysis in low- and middle- income countries, including in the Pacific (experience in Samoa would be desirable) • Experience in establishing contextualized systems and tools, based on international best practice, to support disability data collection and analysis within Education Management Information Systems (EMIS) to support inclusive education advocacy, policy development, monitoring, reporting and operational planning • Proven experience in developing and implementing a range of capacity development strategies in response to identified disability data collection and analysis needs

	Skills: • Demonstrated ability to establish partnerships, including processes to guide planning, monitoring and reporting • Proven ability to provide guidance and training to line ministries and implementation partners in response to disability data collection and analysis needs • Knowledge of international inclusive education reporting requirements, including those outlined within the Convention on the Rights of Persons with Disabilities and the Sustainable Development Goals • Excellent written and verbal communication and diplomacy skills • Strong understanding of the social, cultural, political and institutional factors affecting development in Samoa including gender and disability inequalities • Cross-cultural understanding and commitment to local ownership and leadership • Strong computer skills • Strong teamwork skills. **Language Requirements:** Fluency in English (reading and writing)

Position Title:	**Short-Term Advisor, ICT Cultural Change**
Functional Area (category):	ICT
Keyword:	Advisor
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Occasional
Contract Type:	Short-Term, probably starting early/mid 2020
In-country Input days	30 working days (3 x 2 week visits each 10 working days over a period of 1 year)
Home-based input days	15
Work Type:	Full time
Probation Period:	Per usual contract
Duration:	12 months
Possibility of Extension?	Yes
Nationality:	May be international but Samoan background may be essential
Gender:	n/a
Experience:	5+ years
Minimum Education:	Likely Ph.D
Education Field:	Psychology, esp. Behavioural
Skills required:	• Proven skills in the psychology of change management in organisations, especially in the Pacific. • Excellent communication and diplomacy skills • Awareness or willingness to learn about Management Information Systems. • Strong team work skills • Ability to work in a multicultural environment • Knowledge of Samoan customs, heritage and beliefs
Languages required:	English / preferably also Samoan
Job Summary:	**Background:** A major hurdle to adoption of SEMIS is enabling organisational culture to support the initiative. ICT specialists often perform badly in this area or neglect it altogether; as such a complimentary specialist is suggested to increase the chance of a successful outcome in every section of the organisation. **Deliverables:** Analysis, advice and a plan of action to institute cultural changes required to successfully implement the SEMIS system. **Objectives:** To maximize the chances of adoption and penetration of SEMIS into the organisation.

Duties & Responsibilities:	In line with needs identified by MESC, **Reporting Line:** • For MESC to decide
Deliverables	Analysis of the situation including likely problem areas and ways they can be resolved. Advice and a plan of action to institute cultural changes Support during the change process to deal with exceptions and monitor progress.
Qualifications:	**Education:** Ph.D. in Psychology, preferably Behavioural. **Experience:** • 5+ years. • Specialisation or experience in organisational change. • Well-researched references.

Position Title:	**SEMIS Long-Term Advisor, Development and Implementation**
Functional Area (category):	ICT
Keyword:	Advisor
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Occasional
Contract Type:	Long-Term, likely starting mid-2020 working through to mid-2022
In-country Input days	24 months
Home-based input days	n/a
Work Type:	Full time
Probation Period:	Per usual contract
Duration:	2 Years
Possibility of Extension?	Yes
Nationality:	Most likely international
Salary:	Suggest ARF C4 top end.
Experience:	10 years
Minimum Education:	Bachelor degree
Education Field:	Almost any technical discipline. A proven track record is more important than the field in which they graduated.
Skills required:	• Proven ability in implementation of large multi-user ICT systems • Proven ability to enable and advise regarding cultural change in organisations. • Excellent communication and diplomacy skills • Strong team work skills • Ability to work in a multicultural environment • Prior experience working in the Pacific • Proven project management experience
Languages required:	English

Job Summary:	**Background:** See ESP. **Deliverables:** Continuity of advice and guidance during the SEMIS development and implementation ESSP Output Objective: Implementation of SEMIS and associated sub-tasks. **Objectives:** Per ESP
Duties & Responsibilities:	In line with needs identified by MESC, **Reporting Line:** For MESC to decide

Position Title:	**Short-Term Advisor, SEMIS scoping, gap analysis and project design**
Functional Area (category):	ICT
Keyword:	Advisor
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Occasional
Contract Type:	Short-Term, starting ASAP
In-country Input days	30 (3 x 10 working day inputs over a 120 day period)
Home-based input days	15 (preparation and research)
Work Type:	Full time
Probation Period:	Per usual contract
Duration:	120 days
Possibility of Extension?	Yes
Nationality:	Most likely international
Gender:	n/a
Salary:	Suggest ARF C4 top end.
Experience:	10 years
Minimum Education:	Bachelor degree
Education Field:	Prefer a financial or ICT-related technical discipline. A proven track record is more important than the field in which they graduated.
Skills required:	• Proven ability in design and costing of large multi-user ICT systems • Experience with integration and design of financial systems • Excellent communication and diplomacy skills • Awareness of business/cultural barriers to system implementation • Strong team work skills • Ability to work in a multicultural environment • Prior experience working in the Pacific
Languages required:	English

Job Summary:	**Background:** See ESP. **Deliverables:** Scope of Work and Project / Implementation Plan for SEMIS. Fit analysis of FEMIS system to business information and reporting needs, and financial systems. ESSP Output Objective: Implementation of SEMIS and associated sub-tasks. **Objectives:** Per ESP
Duties & Responsibilities:	In line with needs identified by MESC, **Reporting Line:** For MESC to decide
Deliverables	In conjunction with MESC personnel; a robust Scope of Work and Project / Implementation plan for SEMIS. Gap/fit analysis for SEMIS system with existing financial systems viz. Attache, FinanceOne, Xero. Gap/fit analysis for FEMIS system when compared to Samoan context. Cost and time estimates for SEMIS project.
Qualifications:	**Education:** Graduate qualification, preferably in ICT field. **Experience:** • 10+ years in ICT field. • Multiple previous similar engagements in terms of design, scoping, costing. • Well-researched references.

Position Title:	**Gender Adviser**
Number of positions:	1
Functional Area (category):	Gender
Keyword:	Education, Gender, Adviser
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Yes
Contract Type:	Short-term
In-country Input days	20 (2 inputs)
Home-based input days	15
Work Type:	Intermittent
Probation Period:	N/A
Duration:	3 months
Possibility of Extension?	No
Nationality:	International or Local
Salary:	ARF B4
Negotiable?	Yes
Experience:	10 years
Minimum Education:	Master's degree
Education Field:	Education, Gender, International Development, Research
Skills required:	• Demonstrated technical experience in gender in low- and middle- income countries, including in the Pacific (experience in Samoa would be desirable) • Experience in the education sector • Proven experience in undertaking participatory research and developing practical, contextualised evidence-based recommendations • Excellent written and verbal communication and diplomacy skills • Strong understanding of the social, cultural, political and institutional factors affecting development in Samoa including gender and disability inequalities • Cross-cultural understanding and commitment to local ownership and leadership

	• Strong computer skills • Strong teamwork skills. .and commitment to local ownership and leadership
Job Summary	**Background:** Data indicate that while girls outperform boys in Samoan schools, women are more disadvantaged in society compared to men in terms of economic, safety and other indicators. Through activity 2.3.2, the Education Sector Plan recommends the provision of further support to uncover and address reasons for the discrepancy in educational achievement amongst males and females. This aligns with the Samoa National Policy for Gender Equality 2016 – 2020, which indicates that research into the disparity in attendance and achievement of male and female learners at all levels of school is required to inform the development of strategies to address this. **Objectives:** The objectives of gender advisory support include but are not limited to: • Investigation into reasons for the disparity in educational achievement between boys and girls, and possible impact of this • Development of strategy options for addressing educational achievement • Reduced disparity between male and female learners
Duties & Responsibilities:	The Gender Specialist will have the following primary duties and responsibilities: • Develop a methodology to support the exploration of reasons for the disparity in educational achievement between boys and girls, and possible impact of this • Seek contextualized advice in the refinement of this methodology • Implement the study in collaboration with key Samoan personnel from the education sector • Present key findings to Samoan stakeholders, and lead participatory analysis of findings, and development of strategy options for addressing educational achievement • Provide a report outlining background, methodology, findings, and recommendations **Reporting Line:** Reports directly to: to be determined.

Deliverables	• Methodological plan • Draft report • Final report
Qualifications:	**Education:** Postgraduate qualification in Education, Gender, International Development, Research **Experience:** • 10+ years demonstrated technical experience in gender in low- and middle- income countries, including in the Pacific (experience in Samoa would be desirable) • Experience in the education sector • Proven experience in undertaking participatory research and developing practical, contextualised evidence-based recommendations **Language Requirements:** • Fluency in English (reading and writing)

Position Title:	**Climate Change and Disaster Risk Resilience (CCDRR) Strategy Adviser**
Number of positions:	1
Functional Area (category):	CCDRR (1)
Keyword:	Adviser
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Potential travel to districts of Samoa for consultation
Publish Date:	TBA
Expire Date:	TBA
Contract Type:	Short-term
In-country Input days	TBA
Home-based input days	TBA
Work Type:	Full Time
Probation Period:	One month
Duration:	Up to 3 months – preferably first year of ESSP (2020-2021)
Possibility of Extension?	Yes
Nationality:	International or Local
Gender:	N/A
Salary:	TBA
Negotiable?	No
Experience:	Minimum 5 years
Minimum Education:	Bachelor degree
Education Field:	Environmental Science, Climate Science, Disaster Management, Education or Public Policy
Skills required:	• Strong stakeholder engagement and consultation skills, with ability to work with government and a range of stakeholders • Proven ability to develop strategy/policy documents for government • Proven ability to work in the cultural setting of Samoa • Excellent communication and diplomacy skills • Proof of analysis and writing skills • Strong computer and technical skills • Strong teamwork skills
Languages required:	English
ESSP Background:	The Education Sector Support Program (ESSP) is a program of Australia (DFAT) and New Zealand (MFAT) which provides budget support to the Samoan Government's Education Sector. The ESSP supports the implementation of the Samoan Education Sector Plan (ESP). The ESP and

	ESSP have identified a focus on improved CCDRR in the Education Sector through development of the CCDRR Strategy.
Job Summary:	**Deliverables:** All deliverables are considered draft, for finalisation by counterparts. Counterparts are responsible for providing input, where required, to the activities of advisers. Advisers will conduct on-the-job training by working with counterparts in the delivery of outputs, clearly explaining their approach and the final outputs to counterparts, and counterparts will make themselves available for this. **ESSP Output Objective:** Decision making is informed by data analysis, research and policy and sector coordination of research and policy development is strengthened through development of the CCDRR Strategy. **Objectives:** The objectives of the CCDRR Strategy Adviser are the following, but not limited to: • Work collaboratively with the implementing agencies of the Samoan Education Sector including Ministry of Education Sport and Culture (MESC), National University of Samoa (NUS) and Samoa Qualifications Authority (SQA) under the guidance of the Education Sector Coordination Unit (ESCD) • Develop the CCDRR Strategy in a collaborative manner, with extensive consultation with relevant stakeholders to ensure timely delivery of the final version for approval by the Government of Samoa • Support the building of ownership for CCDRR in the Education Sector through facilitation of stakeholder participation in developing the CCDRR Strategy • Identify and build on existing actions of the Education Sector in relation to CCDRR and link to policy frameworks and initiatives such as the Pacific Coalition for the Advancement of School Safety (PCASS), the Australia Pacific Climate Partnership ACE Accelerating Climate Education in the Pacific and the Climate Change Skills Audit

Duties & Responsibilities:	The CCDRR Strategy Adviser will have the following primary duties and responsibilities: • Engage with ESCD, implementing agencies and relevant stakeholders (e.g. Education Sector as well as Climate Change and Disaster Sectors) • Develop the Project Plan for development of the CCDRR Strategy and Implementation Plan in accordance with the TORs to be approved by ESCD • Consult with relevant stakeholders to collate existing international, regional and Samoan policy frameworks, initiatives and actions for integrating climate change and disaster considerations into the Education Sector. Identify gaps, links and opportunities for mainstreaming of CCDRR in the Sector to feed into development of the CCDRR Strategy • Consult with relevant stakeholders to develop the draft CCDRR Strategy to build resilience to climate change and disasters in the Education Sector through elements such as planning, coordination, curriculum, materials, training, infrastructure, skills and capacity development, research, risk assessment, school safety, infrastructure, climate change adaptation and disaster management (mitigation, preparedness, response, recovery) • Circulate draft CCDRR Strategy to relevant stakeholders and update and finalise based on comments and feedback • Ensure the CCDRR Strategy and Implementation Plan includes aims, objectives, actions/activities, expected outcomes, indicators, responsible actors, budget, timeframes and monitoring and evaluation process • Ensure that the CCDRR Strategy and Implementation Plan prioritise the needs and respect the rights of the most vulnerable including persons with disability, children, youth and older persons, and facilitates their effective participation in planning and implementation of all activities. Ensure that the CCDRR Strategy integrates gender considerations and equitable participation of boys/men and girls/women in all activities **Reporting Line:** • Report directly to Director of the Education Sector Coordination Division of the Ministry of Education, Sport and Culture

Deliverables	• Project Plan approved by ESCD • Consultation Summary approved by ESCD • Draft CCDRR Strategy and Implementation Plan to be circulated for review to relevant stakeholders • Finalised CCDRR Strategy and Implementation Plan is provided to ESCD for approval processes • Additional documentation for approval processed provided
Qualifications:	**Education:** Minimum Bachelor Degree in relevant field such as Environmental Science, Climate Science, Disaster Management, Education or Public Policy **Experience:** • Minimum of a Bachelor Degree in relevant field • Minimum of 5 years relevant experience • Experience working in the Pacific, preferably Samoa • Experience developing strategy/policy • Experience working in the Education Sector and/or experience in CCDRR Management in Sector Planning **Skills:** • Strong stakeholder engagement and consultation skills, with ability to work with government and a range of stakeholders • Proven ability to develop strategy/policy documents for government • Proven ability to work in the cultural setting of Samoa • Excellent communication and diplomacy skills • Proof of analysis and writing skills • Strong computer and technical skills • Strong teamwork skills. **Language Requirements:** • Fluency in English (reading and writing

	Note: This TA is to be filled after the CCDRR Strategy is completed and this Job Description updated to be consistent with the CCDRR Strategy and Implementation Plan
Position Title:	**Climate Change and Disaster Risk Resilience (CCDRR) Adviser**
Number of positions:	1
Functional Area (category):	CCDRR (2)
Keyword:	Adviser
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	Potential travel to Samoan districts for consultation and training
Publish Date:	TBA – after the CCDRR Strategy has been completed.
Expire Date:	TBA
Contract Type:	Short-term
In-country Input days	TBA
Home-based input days	TBA
Work Type:	Full Time
Probation Period:	Usually 3 months
Duration:	One Year – to be filled after the CCDRR Strategy has been completed preferably 2021-2022
Possibility of Extension?	Yes
Nationality:	International or Local
Gender:	N/A
Salary:	TBA
Negotiable?	No
Experience:	Minimum 5 years
Minimum Education:	Bachelor degree
Education Field:	Environmental Science, Climate Science, Disaster Management or Education
Skills required:	• Strong stakeholder engagement and consultation skills, with ability to work with government, teachers, universities and a range of stakeholders • Proven ability to undertake training and capacity development for teachers and government staff • Ability to support development of curriculum and education materials in relation to CCDRR • Proven ability to work in the cultural setting of Samoa • Excellent communication and diplomacy skills • Strong computer and technical skills • Strong teamwork skills
Languages required:	English

ESSP Background:	The Education Sector Support Program (ESSP) is a program of Australia (DFAT) and New Zealand (MFAT) which provides budget support to the Samoan Government's Education Sector. The ESSP supports the implementation of the Samoan Education Sector Plan (ESP). The ESP and the ESSP have a focus on improvement of CCDRR in the Education Sector through implementation of the CCDRR Strategy.
Job Summary:	**Background:** **Deliverables:** All deliverables are considered draft, for finalization by counterparts. Counterparts are responsible for providing input, where required, to the activities of advisers. Advisers will conduct on-the-job training by working with counterparts in the delivery of outputs, clearly explaining their approach and the final outputs to counterparts, and counterparts will make themselves available for this. **ESSP Output Objective:** Decision making is informed by data analysis, research and policy and sector coordination of research and policy development is strengthened through implementation of the CCDRR Strategy. **Objectives:** The objectives of the CCDRR Strategy Adviser are the following but not limited to: • Work collaboratively with the implementing agencies of the Samoan Education Sector including Ministry of Education Sport and Culture (MESC), National University of Samoa (NUS) and Samoa Qualifications Authority (SQA) under the guidance of the Education Sector Coordination Unit (ESCD) and in consultation with relevant stakeholders from the CCDRR Sector including the Meteorological Office, Disaster Management Office and Ministry of Natural Resources and Environment (MNRE) • Support the mainstreaming of CCDRR in the Education Sector's planning, policies, activities, skills and capacity development, coordination and infrastructure management • Support the building of ownership of CCDRR in the Education Sector, connection with initiatives such as Australia Pacific Climate Partnership ACE Accelerating Climate Education in the Pacific and integration of outcomes of the Climate Change Skills Audit

Duties & Responsibilities:	The CCDRR Adviser will have the following primary duties and responsibilities: • Engage with ESCD, implementing agencies and relevant stakeholders • Support the CCDRR focal points in Education Sector to identify a year Action Plan (with timeframes and responsible actors) in accordance with the Implementation Plan of the CCDRR Strategy for the Education Sector. These actions may include for example: supporting climate change and disaster planning for schools and institutions, training and capacity development for the Education Sector staff and teachers, development of curriculum and teaching materials, engaging with existing disaster coordination and cluster processes • Undertake tasks to support the implement of the CCDRR Strategy in accordance with the Action Plan and Implementation Plan collaboratively with the ESCD and implementing agencies • Ensure that actions prioritise the needs and respect the rights of the most vulnerable including persons with disability, children, youth and older persons, and facilitates their effective participation in planning and implementation of all activities. Ensure that actions integrate gender considerations and equitable participation of boys/men and girls/women in all activities **Reporting Line:** • Report directly to Director of the Education Sector Coordination Division of the Ministry of Education, Sport and Culture
Deliverables	• Action Plan approved by ESCD • Implementation tasks/actions completed
Qualifications:	**Education:** Minimum Bachelor Degree in relevant field such as Environmental Science, Climate Science, Disaster Management or Education **Experience:** • Minimum of a Bachelor Degree in relevant field • Minimum of 5 years relevant experience • Experience working in the Pacific, preferably Samoa • Experience in training, capacity development and development of education materials

	• Experience working in the Education Sector and/or experience in CCDRR in Sector Planning **Skills:** • Strong stakeholder engagement and consultation skills, with ability to work with government, teachers, universities and a range of stakeholders • Proven ability to undertake training and capacity development for teachers and government staff • Ability to support the development of curriculum and education materials in relation to CCDRR • Proven ability to work in the cultural setting of Samoa • Excellent communication and diplomacy skills • Strong computer and technical skills • Strong teamwork skills **Language Requirements:** • Fluency in English (reading and writing

Position Title:	**Monitoring, Evaluation and Learning Specialist**
Number of positions:	1
Functional Area (category):	MEL
Keyword:	Evaluator
Country:	Samoa
Locations:	Apia
Require Travel to Provinces?	No
Contract Type:	Short-term
In-country Input days	25
Home-based input days	10
Work Type:	Full Time
Duration:	35 days per year over two years – Sept/Oct 2020, Sept/Oct 2021
Nationality:	International
Salary:	DFAT adviser remuneration framework (ARF) – C4
Negotiable?	No
Experience:	More than directly relevant 15 years
Minimum Education:	Master degree
Education Field:	Evaluation, Education, Economics, International Development, Public Policy and Public Administration
Skills required:	• Extensive expertise in all aspects of MEL • Experience of development and analysis of key indicators and targets for sector investment programs • Experience of Australian/DFAT and New Zealand/MFAT program design processes including designs with budget support modality • Excellent communication skills for engaging partners and stakeholders and supporting local ownership of the final design • Effective presentation skills to enable wide understanding of the M&E issues and approaches • Experience in the Pacific region and knowledge of the Samoan context in particular (highly desirable) • Strong team work skills
Languages required:	English
Job Summary:	**Background:** The ESCD is responsible for coordinating the annual ESP review process, working with the IAs to bring together the required data, ensuring rigorous analysis takes place, and then providing a report to the ESWG and ESAC, incorporating recommendations for revision and

	enhancement of the ESP MEL Framework to reflect the learning taking place. This process is complex, and presents an excellent opportunity for technical assistance to both support the review process and also provide capacity building input to the sector staff responsible for the ESP MEL activity. The MEL specialist will also be able to complete the independent review process of the ESP indicators included in the ESSP MEL Framework (Part 1), along with a review of the ESSP-specific indicators in part 2 of the Framework. **Objectives:** The objectives are to the following but not limited to: • In collaboration with the ESCD MEL Officer and the ESWG, to assist in preparing for the ESP annual review over the September/October period • To provide formal and informal MEL capacity building input during this activity, raising the skills and confidence of IA staff involved in the ESP MEL activity • To independently review and verify the ESP indicators incorporated in the ESSP MEL Framework (part 1) • To review the ESSP-specific indicators in part 2 of the Framework
Duties & Responsibilities:	The MEL specialist will have the following primary duties and responsibilities: Work alongside key MEL staff in the IAs in a collaborative review and capacity building role. Discussing with them the data gathering and analysis related to key ESP indicators opens the door to important learning opportunities, as well as being a quality assurance mechanism for the annual MEL reporting to ESWG and ESAC. Specifically: • To support the ESCD MEL Officer and the MEL-responsible staff in the IAs in bringing together the data required more broadly for the ESP annual review • To focus in particular on the ESP indicators selected by the ESSP, verifying the data collected and the performance in relation to those indicators, and producing a short report • To facilitate a 2-day workshop with the M&E officers from across the IAs to prepare for the annual review, with a focus on identifying elements to recommend for revision or addition. The workshop will provide an opportunity for both collaborative activity and capacity building • Review and report on the ESSP-specific indicators to check how they are progressing **Reporting Line:** • Reports directly to the Director, ESCD

Deliverables	• Contribution to annual ESP review report • ESSP annual review report (parts 1 and 2) • Brief report on 2-day workshop
Qualifications:	**Education:** Master Degree in Evaluation, Education, Economics, International Development, Public Policy, Public Administration or similar area. **Experience:** • Minimum of 15 years • Senior professional with experience in the field of monitoring, evaluation and learning in the international development sector • Experience of capacity building

Annex I: Officials & Other Stakeholders Consulted

Given Name	Family Name	Position
Ministry of Education, Sports & Culture		
Dr Karoline	Afamasaga-Fuata'i	CEO
Kovi	Aiolupotea	ACEO, ESCD
Leota Valma	Galuvao	ACEO Curriculum Design and Materials Division (CDMD)
Faatamalii Jenny	Launo	ACEO Teacher Development and Advisory Division (TDAD)
Vau	Peseta	ACEO Monitoring, Evaluation and Review Division (MERD)
Leaumoana Salima Lasalo	Salima	ACEO Policy, Planning and Research Division (PPRD)
Ailini		Literacy Coordinator
Ini		Primary Coordinator
Jennifer	Pemila	Inclusive Education
Dawn	Rogers	Australian Volunteer, Inclusive Education
Trish	Miles	Australian Volunteer, Inclusive Education
Anneliesje	Brown	Australian Volunteer, Inclusive Education
Janet	Brearley	Australian Volunteer, Inclusive Education
Samoa Qualification Authority		
Maposua	Mose Asani	Acting CEO, ACEO Corporate Services
Lealiifano Easter Manila	Silipa	ACEO Research, Planning and Policy
Su'a Aniseko	Fruean	Acting ACEO Quality Assurance
Faaniom	Matau	Acting ACEO Qualifications
The National University of Samoa		
Silafeu	Sinavaai	Interim Vice Chancellor

Given Name	Family Name	Position
Louise	Mataia	Dean, Faculty of Arts
Tofilau	Suaalii	Dean, Facuty of Education
Mandria	Sua	Director, GPP
Christine	Saaga	Director, HR
Melissa	Porter	Director, AQU
Sarai	Tevita	Director, ICT
Tofilau	Peresetene	Manager, Student Support Service
A	Alama	Director, Student Service
Lineta	Tamanikaiyaroi	Manager, Oloamanu Center
Anita	Latai	Lecturer, Geography
Education Sector Advisory Committee Chair		
Elita	To'oala	Chair
Education Sector Co-ordination Division (ESCD)		
Kovi	Aiolupotea	ACEO, ESCD
Verutina	Isaia	Communication and Reporting Officer
Olive	Leilua	Budget and Finance Officer
Hinorma	Onesemo	Sectoral Procurement and Contract Management Officer
Tinnisantarlia	Pamata	Monitoring and Evaluation Officer
Julie	Affleck	Strategic Planning Adviser
Ministry of Finance		
Leasiosiofaasisina Oscar	Malielegaoi	CEO
Leiatua Henry	Ah Ching	Deputy CEO
Tofilau	Lae Siliva	Deputy CEO
Olivetti	Bentin	ACEO, Accounts Division
Epenesa	Tanoi	Principal Accountant, Accounts
Muliagatele Rosalini	Moli	ACEO, Internal Audit & Investigation Division

Given Name	Family Name	Position
Litara	Taulealo	ACEO, Climate Resilience Investment & Coordination Division
Soteria	Noaese	ACEO, Procurement Monitoring Services Division
Siatuvao	Talataina,	Acting ACEO, Economic Policy & Planning Division
Peresitene	Kirifi	ACEO, Aid Coordination & Debt Management Division
Danielle	Li'o	Principal Analyst, Aid Coordination & Debt Management Division
Abigail	Lee Hang	ACEO, Budget Division
Public Service Commission		
Afioga Aiono Mose	Sua	Chair and Acting CEO
Osana	Liki-Ward	A-CEO – Public Administration
Sarena	Esera-Filipe	A-CEO HRD
Salilo	Margraff	A-CEO HRM
Sydney	Sua	Principal Officer – HRM
Alexander	Stanley	Principal Officer - HRM
Jolly	Tura-Papalii	Principal Officer - SES
Samoa Ministry of Foreign Affairs		
Peseta Noumea	Simi	CEO
Ministry of Commerce, Industry and Labour		
Pulotu Lyndon	Chu-Ling	CEO
Gail	Tiaupisi	ACEO Apprenticeship, Employment and Labour Market Division
Helen	Uiese	ACEO Industrial Relations, Employment Practice and Occupational Safety and Health
Mathew	Tofilau	Principal Finance Officer
Keity	Tuiloma	Senior Trade Commerce and Manufacturing Officer

Given Name	Family Name	Position
Chamber of Commerce		
Lemauga Hobart	Vaai	CEO
Office of the Regulator, Samoa		
Ronnie	Aiolupotea	ACEO Spectrum & Technical Services
CSL Ltd (Internet Service Provider & Management of SNBH)		
Aiaiaga	Toleafoa	Engineering Management
Schools		
Epenesa	Ta'ita'i	Principal, Moataa Pre-School
Valili	Tito	Principal, Moataa Primary School
Malaea	Lauano	Principal, Leififi College
Laufou F.	Manase	Principal , Itu-O-Tane College
Sale	Faletolu	Vice Principal, Itu-O-Tane College
Tui	Tuitama'i	Principal, Saleloga Primary School
Ms.	Agaesea	Principal, Saanapu Pre School
Fesilafa'i	Lauvi	Principal, Saanapu Primary School
Titisuesue	Toa	Principal, Safata College
Epenesa	Ta'ita'i	Moataa Pre- School
Valili	Tito	Moataa Primary School
Malaea	Lauano	Leififi College
Inclusive Education Service Providers and Associations		
Marie	Toalepaialii	SENESE
Sharon	Suhren	Aoga Fiamalamalama

Given Name	Family Name	Position
Leata	Toma	Loto Taumafai
Marie	Enosa	Deaf Association Samoa
Annika	Tierney	NOLA
Josefa	Sokovagone	Deaf Association Samoa
Faleasi	Loto	Deaf Association Samoa
Herbert	Bell	Samoa Blind Persons Association
Issako	Tuato	Samoa Blind Persons Association
Leta'a	Daniel Devoe	Loto Taumafai
Samoa Association of TVET Institutions		
James	Ah Fook	Chairperson
Don Bosco Technical Centre Alafua		
Mane	Sua Falaniko	Principal
Tesese Institute		
Emoni	Tesese	Managing Director
August	Hansell	Head of Institute
Australian Pacific Training Coalition		
Cheri	Robinson Moors	Director
Andrew	Colquon	Vocational Training Manager
Patricia	Palamo	Operations Manager
Other		
Falesaopule Vaialia	Iosua	Community Sector Coordinator, Ministry of Women, Community and Social Development
Adimaimalaga	Tafunai	Executive Director, Women in Business Development
Lagi	Natanielu	Ex-Principal, Loto Taumafai

Given Name	Family Name	Position
Anna	Harvie	Pacific Labour Facility
Elita	Tooala	ESAC Chairperson , CEO Ministry of Public Enterprise
Toai	Bartley	Principal Disaster Risk Reduction Officer, Disaster Management Office
Mulipola Tainau Ausetalia	Titimaea	ACEO Meteorology Division
Anne	Rasmussen	ACEO Climate Change, Ministry of Natural Resources and Environment
New Zealand Ministry of Foreign Affairs and Trade		
Pati	Gagaut	First Secretary Development, Apia
Situfu	Salesa	Samoa Development Program Co-ordinator, Apia
Fela'ua'i	Tuaniu	Development Program Coordinator
Amy	McAteer	Lead Adviser Education, Sustainable Development Directorate and Thematic Division, Pacific and Development Group, Wellington
Australian Department of Foreign Affairs and Trade		
Julia	Wheeler	First Secretary, Apia
Tuileva	Tuileva	Program Manager Scholarships and Education, Apia
Vicky	Foalima-So'oula	Program Manager Disability and Health, Apia
Edwina	Betts	Regional Education, Canberra
Betty	Jotoko	Senior Program Manager, Regional Education, Suva

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