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Federated States of  
Micronesia  
Education Sector Study

March, 1997

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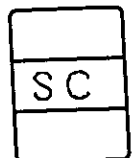


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Study conducted, and report prepared, for  
the Sydney, Australia office of the  
Japan International Cooperation Agency (JICA)

by

Vital Years Pty Ltd,  
Consultants in Education & Training



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## INTRODUCTION

Japan is now the the world's major donor of assistance to developing countries and, in Micronesia, second only to the United States of America. The Japan International Cooperation Agency (JICA), which administers much of this aid, has established a policy to enlarge the proportion of Japanese developmental assistance funds devoted to "basic" education from the present level of 8% to around 15% by the year 2000.

In line with this objective, JICA has recently commissioned numerous needs analysis studies in the education/training sectors throughout the developing world. The JICA branch office located in Sydney, Australia has responsibility for assessing developmental assistance needs in the Pacific region and so commissioned an Australian educational consultancy firm (Vital Years Pty Ltd) to conduct such a study during February / March, 1997 into needs in the Federated States of Micronesia. The study began with a reading of all available reports written for the FSM Government and for overseas aid agencies during the 8 years 1989 -1996, and which referred to education or training issues in the region. From these readings, a comprehensive checklist of perceived needs in the education or training sectors was distilled. This checklist was used as a basis for the design of a survey which was distributed to external educational institutions which have offered services to the region. Organisations surveyed included the University of Oregon, Pacific Resources for Education & Learning, The University of Guam, The University of Hawaii and The University of the South Pacific. Only the first two of these institutions had responded at the time of writing of this report

In late February/ early March 1997, the consultants also conducted a brief field visit to Chuuk (2 days) , Kosrae (2 days) and Pohnpei (4 days), during which period they facilitated a number of "thinktank" workshops with National and State Government officers and one with the staff of the Community College of the FSM. In addition, the consultants fielded a survey among Yap Government officers and interviewed a number of significant figures in the educational and donor agency communities in each of the 3 states visited. The lack of opportunity to include a visit to Yap during the study is regretted especially since, at the time of writing this report, no response had been received to the surveys sent to The Yap State Government through the Director of Education.

This report is based on facts and opinions gathered through all of the inquiries undertaken, but is overlain with perceptions of the consultants themselves. The limitations of this study required that all four FSM states be considered within the context of a single report. However, it is apparent to the consultants that the differences between states are so significant that each could easily generate a separate study and report. The time frame in which the study was conducted has limited the opportunities to check the accuracy of all data. Any reader who identifies errors in the information presented is requested to contact the consultants with suggested amendments or corrections.

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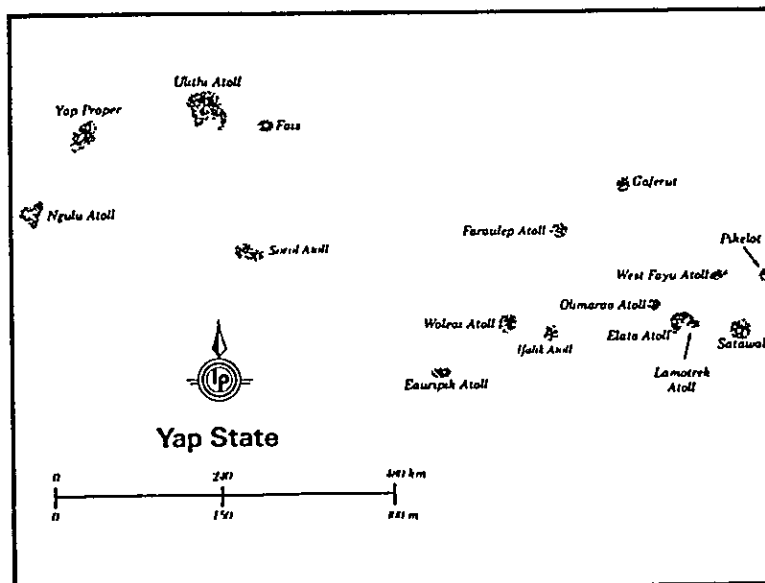
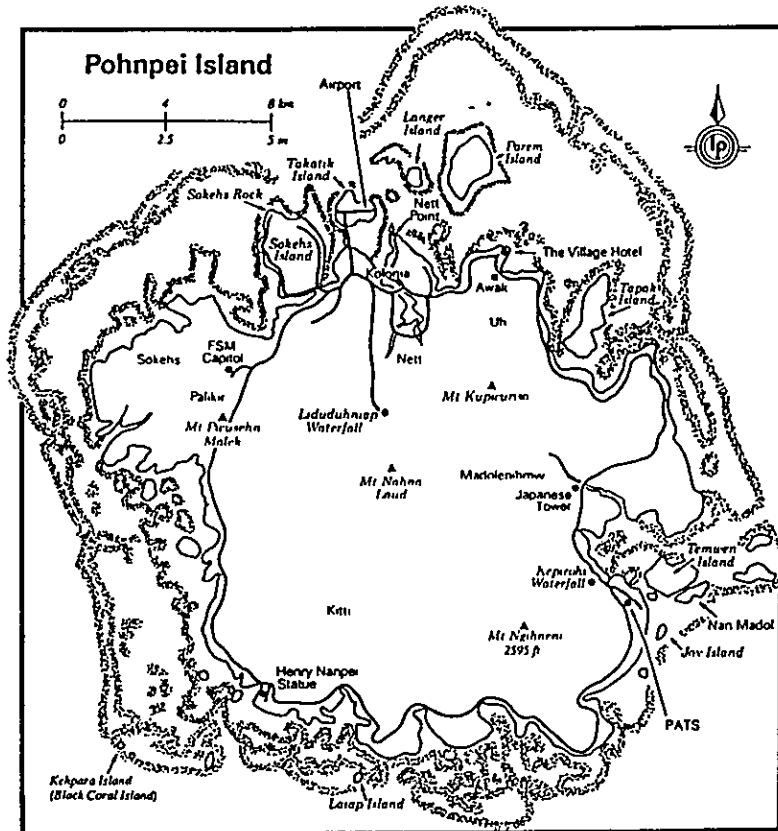
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## ABBREVIATIONS & ACRONYMS

ADB	Asian Development Bank
AusAID	Australian Agency for International Development
AVA	Australian Volunteers Abroad
CMDC	Construction Manpower Development Centre
CTCP	Community-Teacher-Child-Parent (program)
EPA	Environmental Protection Agency
ESDP	Education and Skills Development Project
FSM	Federated States of Micronesia
GED	General Educational Development (program)
MEDC	Micronesian Entrepreneur Development Center
MMFA	Micronesian Maritime and Fisheries Academy
NLCI	National Language and Cultural Institute
ODA	Official Development Assistance
PATS	Pohnpei Agriculture & Technical School
PREL	Pacific Resources for Education & Learning
JICA	Japan International Cooperation Agency
JOCV	Japan Overseas Cooperation Volunteers
JTPA	Job Training Partnership Act
NDOE	National Department of Education
RMI	Republic of the Marshall Islands
SDOE	State Department of Education
SNDP	Second National Development Plan
SPREP	South Pacific Regional Environmental Program
SUP	Staff Upgrading Program
TA	Technical Assistance
TCP	Teacher-Child-Parent (Program)
UN	United Nations
UNDP	United Nations Development Program
UNFPA	United Nations Fund for Population Activities
US	United States (of America)
USDA	United States Department of Agriculture
WHO	World Health Organisation



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## SECTION 1 : AN OVERVIEW OF FSM SITUATIONAL DATA OF RELEVANCE TO THE EDUCATION & TRAINING SECTORS

### 1.1 SOCIO - ECONOMIC ASPECTS

#### A GEOGRAPHY

The FSM consists of 4 states (Chuuk, Kosrae, Pohnpei and Yap) covering 607 islands of which 65 are inhabited. The islands are located between the equator and 9 degrees north and between 138 and 168 degrees east, extending 2800 km across the Pacific Ocean. Land area is 1250 square kilometres and sea area is 2.5 million square kilometres. The sea/land ratio of 2000 :1 is one of the highest in the world.

**Chuuk State** (total land area 127 square kilometres) differs from the other three states in that there is not a single large island on which the bulk of the land mass is concentrated although the 19 high islands and 70 coral islets in Chuuk lagoon constitute almost 80% of the land area. The widely scattered outer islands are mostly coral atolls and are arranged in 4 groups at distances ranging from 60 to 240 km from Chuuk lagoon.

**Kosrae state** (total land area 112 square miles) at the Eastern extremity of the FSM is unique in the FSM that it consists of only one high island.

**Pohnpei State** (total land area 893 square kilometers) is by far the largest state in terms of land area and is composed of the main high island (Pohnpei) making up almost 97% of the land area, and a number of outer atolls, of which 5 are permanently inhabited. These inhabited islands range between 165 km and 680 km from Pohnpei island.

**Yap State** (total land area 118 square kilometres) at the Western extremity of the FSM consists of the high island group of Yap proper which makes up almost 85% of the total land area. The 15 inhabited outer islands are all coral atolls and stretch up to 1000 km to the east from Yap proper.

#### B. COLONISATION

The Spanish laid vague claims to the region in the sixteenth century but only arrived to occupy Pohnpei after the Germans claimed the region in 1885. In 1889, the Spanish finally sold their interests to Germany who administered the region until the Japanese displaced them in 1914. From the end of the second world war 1947 until 1978, the region was included in the Trust Territory of the Pacific Islands administered by the USA.



### C. GOVERNMENT

In May, 1979, independence was achieved with the adoption of a constitution and the formation of the Federation. Each of the four states has a locally elected governor and legislature, while the central Federal Government meets in Palikir (on Pohnpei island). The 14 member National Congress includes one member at large elected from each state for a four year term. The president and vice president are chosen by congress from among these senior members and must be from different states. The other 10 members serve 2 year terms apportioned according to population (Chuuk 5 members, Pohnpei 3, Kosrae 1 and Yap 1). The National Government has nominal primacy over State Governments.

### D. ECONOMY

The economy is largely dependent on US funding, three quarters of the Government revenue coming from grants. The Compact of Free Association established in 1982 (General Fund) has provided \$US 60 million each year from 1987-91, 51 million each year from 1992-96 and will provide 40 million each year for the last 5 years from 1997-2001. Compact funds are split 50 : 50 between the Federal and State Governments. The share of the 50% given to each state is based on a formula which reflects population size. A recent motion in Congress to alter the National : State share percentages to 20 : 80 was defeated.

In addition to the basic compact grants, the US provides the FSM with access to numerous "specific purpose" grants offered on a competitive basis to all US States and Territories. The value of these additional grants which the FSM actually receives can be as large as the basic compact funds in any given year.

The only "industries" that contribute substantially to the GDP are copra production and the sale of fishing rights.

### E. POPULATION

In 1995 the total population was estimated to be 104,000 - 49% living in Chuuk state, 33% in Pohnpei, 7% in Kosrae and 11% in Yap. Fertility rates are steadily declining but are still among the highest in the world at around 105 births each year per 1000 of population. Projections indicate that, by the year 2000, the population will increase to 130,000 with around 40% in the 0-14 age range. These projections, however, do not allow for the somewhat unpredictable rates of emigration which are quite high.

The percentage of each population living on the central state islands is around 63 % in Chuuk, 77% in Pohnpei, 100% in Kosrae and 65% in Yap.

## F. LANGUAGES

The cultures within the four states of the FSM are tremendously diverse. Eight separate languages with different dialects are spoken throughout the islands : Yapese, Ulithian, Woleaian, Pohnpeian, Nukuoran, Kapingamarangi Chuukese and Kosraean. Thus, except in Kosrae, the official first language of the State is, in fact, the second language for a significant proportion of the population.

## G. COMMUNITY HEALTH

Broad social indicators place the FSM towards the bottom of the Pacific League table in regard to community health. Many problems on the increase (such as obesity, malnutrition, heart disease and diabetes) are related to an unhealthy diet rich in fats, protein, sugar and starch but low in fibre, vitamins and minerals. These dietary problems are related to a growing preference for imported foods ( such as canned meats, rice, cooking oil, snackfoods and soda ) over traditional foods such as fish, taro, breadfruit, papaya and coconut. Rheumatic heart disease, which emerges in middle life as a result of infections of scratched mosquito bites in childhood, is also a major problem in some states. Health problems seem to be more extreme in Chuuk and Pohnpei, less so in Kosrae and Yap.

## H. ENVIRONMENTAL CONCERNS

Disposal of human body waste and solid domestic waste, maintenance of safe water supplies and the pollution of the marine ( lagoon ) environment by human, animal and fisheries wastes are major problems especially in Pohnpei and Chuuk. The institutional capability to deal with such problems is weak.

Progressive deforestation and infestation of forest areas, cleared previously for agriculture, by smothering weed vines is also apparent. The South American cane toad ( *Bufo marinus* ) is widespread and probably has played havoc with populations of indigenous amphibians and reptiles.

## I. EQUITY ISSUES

The greatest inequities in the FSM lie in the extent to which the Government has failed to direct a large part of US aid funds towards the real needs of the community. Many FSM children do not have equal opportunity to children of the developed world to a sound basic education. The recent reduction of the school week to only 4 days further reduces their chances of "catching up". Some of the same children do not have access to a balanced diet nor to a healthy environment.

Beyond this broad equity issue, several other issues need consideration in planning developmental assistance :

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- (a) Repetitive pregnancies and associated child-raising/domestic duties deny many women access to the workforce and access to training which might advance their career opportunities. In all states, women are largely excluded from senior administrative positions in Government and, are underutilised in the Pohnpelan teaching workforce.
- (b) Populations on outer islands suffer disadvantage in terms of their isolation from Government services, particularly health and education.
- (c) Populations centred around Kolonia township on Pohnpei and Weno township on Chuuk suffer disadvantage through overcrowding, environmental degradation and unavailability of traditional subsistence foods.
- (d) The Yapese caste system makes it difficult for people of lower caste to attain senior Government positions.

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## 1.2 EDUCATIONAL STRUCTURES

### A. PRE-SCHOOL EDUCATION

Preschool education in the FSM is funded by the Headstart program or through Special Education funds (both US Federal Grants) or through a few private nursery schools. The proportion of eligible children (aged 3-5) involved ranges from 90% in Yap and 45% in Kosrae, to 30% in Pohnpei. Enrollment levels in Chuuk were not available to this report but are probably lower still. Pre-schools are conducted in rented premises, private homes or rooms in elementary schools. Facilities are usually poor.

Pre-school teachers are often unqualified although Government policy requires certification. There is little relationship between the pre-school curriculums and SDOE curriculums for elementary schools. Nor is there any relationship between the training of Headstart teachers and the training of regular teachers in elementary schools.

### B. SCHOOL EDUCATION

The present 12 year structure of school education is patterned after the US model of 8 years of elementary followed by 4 years of high school (8 + 4). Elementary school attendance is compulsory but high school admission is competitive. Across the nation, about 95 % of eligible children are enrolled in the 154 public and 10 private elementary schools (approximately 28,000 students) but less than 60% of those eligible (about 7000 students) are enrolled in the 9 public and 12 private high schools.

The table below indicates the numbers and types of school in each State

Types \ States		Chuuk	Kosrae	Pohnpei	Yap
Public	El	85	5	33	31
	Sec	7	1	10	0
Private	El	4	1	3	2
	Sec	5	1	5	1

The 22 private schools are conducted by several Christian religions, particularly the Catholic and Seventh Day Adventist Churches and are assisted by Government subsidies. The quality of education offered by the private schools is seen by the community to be superior to that in the Government schools, and parents who can afford the fees, generally prefer to enrol their children in the private school sector.

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**C. PROBLEMS AT ELEMENTARY SCHOOL LEVEL**

Despite the implementation of long range plans and the installation, during the last 10 years, of a variety of aid programs to support those plans, the Government elementary school systems seem to remain in a state of continuing crisis with facilities, teaching standards and levels of student achievement, (with the possible exception of Yap state), all holding at dissatisfying levels. To further exacerbate the problems, recent reductions in the Government wages bill have forced reduction in length of the school week in Government schools from 5 to 4 days. The table below itemises some other signs of the problems and possible underlying causes.

SOME SIGNS OF THE PROBLEMS	SOME CAUSES OF THE PROBLEMS
<ul style="list-style-type: none"> <li>• Many school buildings are in dilapidated condition.</li> <li>• Many school lack clean water and toilet facilities.</li> <li>• Classroom furniture (including chalkboards) is often in poor condition.</li> <li>• Teachers often lack basic resources such as chalk, paper, copying facilities and curriculum support materials.</li> <li>• Teacher and student absenteeism is high, especially in outer island schools.</li> <li>• Standards of community literacy in both first language and English are advancing slowly if at all.</li> <li>• Many students finishing elementary school are unable to pass high school entrance exams.</li> <li>• Parents, who can afford to do so, send their children to private (Church) schools.</li> </ul>	<ul style="list-style-type: none"> <li>• Inadequate funding of schools from successive National and State Government budgets over a long period.</li> <li>• Appointment of teachers with only high school qualifications.</li> <li>• Ineffective programs of preservice and inservice teacher training resulting in many teachers lacking adequate literacy skills, content knowledge and instructional skills.</li> <li>• Low teacher motivation resulting from a mix of factors such as poor conditions, poor salaries, inadequate resources, ineffective school administration and dissatisfying student outcomes.</li> <li>• School administrators lacking skills in resource management &amp; staff leadership</li> <li>• Inadequate or ineffective support from administrators and specialist advisers in the State departments of education</li> <li>• Delays in advancing development of first language resources impeding the development of both first language and English literacy</li> </ul>

#### D. TERTIARY EDUCATION

FSM citizens have the options of pursuing post-secondary education in the local institution (COMFSM) of which there are campuses in each state, by enrolling at campuses in the US or in other Pacific countries, or by taking, within the FSM, external courses offered by selected US Universities. However, largely because of low graduation rates from high schools, only a very small proportion of the population actually undertakes such studies. For example, in 1993, only 1350 students were engaged in post-secondary education.

The Community College of the Federated States of Micronesia (COMFSM) is the FSM's major post-secondary institution. Most graduates in 1994 were in Liberal Arts (43%) Business (19%) and Accounting (10%). The main (Pohnpei) campus of the College accommodates 60% of the total enrollments has recently been rebuilt near Palikir, the National Capital, funded by a US special grant to the value of \$US10 million. College campuses in each of the other three states are housed in less impressive premises. COMFSM is hampered by the tenuous nature of its funding and has run a consistent budget deficit since 1991. More than 90% of COMFSM teaching staff are non-Micronesian and, although generally well qualified, many have no formal preparation in Micronesian culture or in teaching/counselling skills.

The only other tertiary institution of note in FSM is the Micronesian Maritime and Fisheries Academy located in Yap. The Academy is funded by the National Government and by the Pacific Missionary Aviation (PMA) organisation, and produces an average of 40 graduates per year.

#### E. VOCATIONAL EDUCATION

Other than the MMFA situation for fisheries training, the structures for vocational training in the FSM are highly fragmented, uncoordinated and diverse. The result is that training facilities are under-resourced, ill-equipped and poorly utilized, and the quality of training suffers accordingly.

The 4 public high schools in FSM offer vocational courses in agriculture, construction and mechanics taken mostly by males, while business and home economics courses are taken mostly by females. Except in Yap, these courses suffer from the unavailability of adequately trained teachers and, in all states, the courses are often hampered by lack of equipment and resources. Three private high schools on Pohnpei (the most notable being PATS) offer vocationally oriented curriculums but even these schools are under-equipped for such programs. World-wide studies suggest that vocational courses at high school level are not cost-effective and any additional commitments in the vocational education area may be better directed at coordinating and improving the quality of post-school training

At the post-school level, three programs offer vocational training : the T-3 the JTPA and the CMDC programs while Government officers can take job - related courses offered through SUP or USDA. COMFSM has also recently entered the apprenticeship training arena.

## **F. ADULT AND COMMUNITY EDUCATION**

Adult education in the FSM has been all-but abandoned because of the unavailability of funding. The little which does occur is very fragmented, disparate, uncoordinated and unfocussed .

The SDOE's in Pohnpei and Chuuk offer GED courses to assist students who have not graduated elementary school to reach entry requirements of high school. In Chuuk, Pohnpei and Kosrae, there are some youth training programs in carving and weaving. No information was available about adult education programs in Yap.

In the period 1993-95, the UNDP under the banner of MEDC supported a "Private sector/sustainable livelihood" program to train 230 people in Pohnpei to enter business. The figures indicate that the program has been quite successful as 120 of the participants are now conducting their own or working in other people's businesses. The program is now being implemented in Yap, Kosrae as well as in Chuuk.

## **G. EDUCATIONAL ADMINISTRATION**

The National Department of Education is responsible for the development and implementation of all basic education programs in the country. The present Secretary of the NDOE is Dr Catelino Cantero who has held the position for 10 years despite the low professional regard in which he is seemingly held by Government colleagues and the SDOE Directors.

Plans to downsize the National Government have placed the future of the National Department of Education in doubt, some people predicting that it will be eliminated in the forthcoming National Government reorganisation. The consultants believe that such a loss would be unfortunate, especially if the main objective of the Department's demise was to remove an ineffective leader. It can be argued that a National Office of Education is necessary in any Federation of States to coordinate school curriculum improvement across the states and so prevent the huge waste of resources and unnecessary duplication which would result from separate and independent development.

The effectiveness of the State Departments of Education varies widely across the States. Yap State, supported strongly by PREL, appears to be best managed while administration and delivery of services in Kosrae (despite an over-large bureauacracy for a small number of schools) seems to be relatively competent. On the other hand, the most populous states, Pohnpei and Chuuk appear to suffer under grossly incompetent educational administrations, exaggerated, in Chuuk, by top-level corruption, misappropriation of funds and blatant cronyism.

There are strong antagonisms between the SDOE's and the NDOE, the State administrations tending to resist, either actively or passively, National initiatives and preferring to promote their own programs without National Government "interference". PREL seems to be capitalising on this desire for independence in the States and has been promoting educational support programs directly to the States, by-passing the NDOE. The role of PREL in promoting educational programs in the region is further explored on page 17.

## H. EDUCATION BUDGET

In the Government sector, education accounts for the largest percentage of personnel - varying from 50% in Chuuk to around 35% in the other states. This results in education expenditure, as a proportion of total operating and maintenance expenses, consuming around 30% of State Government funds although expenditure by the NDOE is only around 2.5% of the National Government's expenditure.

As an example of expenditure expressed in raw amounts, the state expenditures in 1993 were \$US12 million in Chuuk, 7.5 million in Pohnpei, 2.4 million in Kosrae and 2.8 million in Yap, while the National Government expenditure in the same year was 0.6 million. That year's total expenditure total of 25.6 million showed an increase of 43% on the 1990 figure.

As block grant Compact funds have declined, US specific purpose grants have become increasingly important in sustaining FSM education budgets. Because these funds are earmarked to a specific area of need, Governments cannot spend the funds on areas of highest priority. Thus, the anomalous situation exists of substantial surpluses in some areas of educational activity but which cannot be used to sustain essential resources and facilities

## I. EDUCATIONAL POLICY STATEMENTS

The Government's education vision and policies are embodied in the Second National Development Plan which covers the period 1992 -1996. The NDOE has recently published a brief supplementary statement of Mission, Priorities and Guiding Principles of the Educational System (see appendix 1). This statement emerged from the FSM Economic Summit held in November, 1995. During 1996, Chuuk, Kosrae and Pohnpei SDOE's have also issued documents, variously described as "Reform plans" "Vision" or "Policy" statements for education. These documents vary from 1 page (Chuuk) to 100 pages (Kosrae). It is assumed that Yap State has also issued recent educational policy statement(s) although such a document was not available to this study.

Unfortunately, the production of visionary statements is a far cry from realizing the visions, and the capacity of some of the DOE's to convert the dreams into reality remains doubtful. It is almost certain that the documents will remain nothing more than "wish lists" without continuing substantial financial assistance from overseas donors to fund the improvement of material resources and to provide technically competent people to guide programs of change and development. However, such support, if forthcoming, needs to be much better directed and coordinated than previous and current aid efforts which, if anything, have and are adding to the chaos in which education finds itself.



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**J. THE EDUCATION AND SKILLS DEVELOPMENT PROJECT**

In October, 1994, the FSM Government requested the ADB for technical assistance for the purpose of planning an Education and Skills development Project (ESDP). The TA study was then conducted during 1995 by 5 overseas consultants at a cost of \$US450,000 of which \$350,000 was provided as a grant by the ADB.

The consultants findings were published in two reports :

- HUMAN RESOURCE DEVELOPMENT IN MICRONESIA  
An Assessment of the Context and Conditions of Education & Training - May 1995 (444 pages)
- and
- HUMAN RESOURCE DEVELOPMENT IN MICRONESIA  
Preliminary Framework for Reform in Education and Training  
August, 1995 (240 pages)

At the the time of writing this report, the TA study findings had not led to any concrete proposals for planning and implementation of specific projects although the ADB is apparently open to loaning up to \$US10 million for improvements in education or training proposed either by National or State Governments.

A number of possible reasons have been identified for the 18 month period of inactivity since the second of the reports were published

- (a) FSM Governments do not wish to go into debt with the ADB.
- (b) ADB representatives have become disenchanted with the competence of (some) senior educational administrators in the FSM, including Dr Cantero, Secretary of the NDOE.
- (b) Government downsizing, and resulting staff insecurities, are turning the attention of FSM decision-makers towards personal / personnel concerns and away from system needs.
- (c) The ADB has had "its fingers burnt" with serious problems emerging in relation to the outcomes of a similar loan made to the RMI in 1994.
- (d) The TA reports are poorly structured, excessively long, and merely detail the numerous problems without identifying "core" needs or recommending relative priorities and urgency. Nor do the reports give any estimates of the likely costs of attending to the needs identified, or suggest timelines for implementing projects in a systematic way.

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**K. OVERSEAS DEVELOPMENTAL ASSISTANCE**

ORIGIN OF THE FUNDS or RESOURCES	AGENCY DELIVERING THE AID	EXAMPLES OF ASSISTANCE PROVIDED IN THE EDUCATION / TRAINING SECTORS 1990-1998
Government of the United States of America	Federal Govt.  Federal Govt Agencies  Organisations funded through Federal Dept of Education	<ul style="list-style-type: none"> <li>• Compact funds</li> <li>• Bilingual education grants</li> <li>• Special Education grants</li> <li>• Headstart grants</li> <li>• Close-up program</li> <li>• School to work grants</li> <li>• Goals 2000 grants</li> <li>• Pell grants (scholarships)</li> <li>• Overseas fellowships</li> <li>• Land grants</li> <li>• Voc. Ed grants</li> <li>• 3-T grants</li> <li>• JTPA grants</li> <li>• Teacher training grants</li> <li>• Maths &amp; Science grants</li> <li>• Adult Education</li> </ul> <p>Institutions including University of Hawaii, University of Guam, University of Oregon and PREL are conduits by which FSM accesses US funds. The competitive grants they offer are used to promote a variety of educational programs in the region.</p>
Government of Japan	JICA  JOCV	<ul style="list-style-type: none"> <li>• Construction of Sports Centre in Kosrae</li> <li>• Cultural grant aid scheme</li> <li>• Volunteer teachers working in Chuuk (1), Kosrae (2) Pohnpel (4) and Yap (1)</li> <li>• Scholarships for study in Japan</li> </ul>
Government of Australia	AusAID through Embassy in Pohnpel  AVA	<ul style="list-style-type: none"> <li>• Short inservice courses for elementary teachers and school principals</li> <li>• K-8 science education project (FASE)</li> <li>• Small grant assistance for various bodies</li> <li>• Scholarships for study overseas (Moubusho)</li> <li>• Volunteer teachers working in Chuuk (1), Kosrae (2) Pohnpel (4) and Yap (1)</li> </ul>
Government of China	Economic & Com. Office of Embassy	<ul style="list-style-type: none"> <li>• 2 year study scholarships in China</li> </ul>
Government of New Zealand	ODA Program	<ul style="list-style-type: none"> <li>• Study awards in New Zealand</li> <li>• Women in development Initiative</li> </ul>
The United Nations	UNIDO/ UNDP  UNICEF  UNFPA / WHO	<ul style="list-style-type: none"> <li>• Training in small business development</li> <li>• Training of farmers in cultivation of traditional crops</li> <li>• Teacher /child /parent project in home gardening</li> <li>• Family food and nutrition program</li> <li>• Population education program</li> </ul>
Asian Development Bank		<ul style="list-style-type: none"> <li>• Grant for ESDP Project TA</li> </ul>

This table is probably incomplete.

## L. THE SPECIAL CASE OF PREL

The organisation known as PREL (Pacific Resources for Education and Learning) is a major player in the education arena of the FSM. PREL, headquartered in Hawaii, was formed in 1990 and is linked to 9 other "regional education laboratories" on the US mainland.

With a staff of 50 and an annual budget in the order of \$US 7 million (1996 figures) PREL promotes and financially supports a wide variety of educational interventions into the region encompassing American Samoa, the Northern Marianas, Palau and the Marshall Islands, as well as the FSM. PREL's funding comes largely from grants provided by the US Department of Education although an increasing proportion of its budget is being met by payments for services from client Governments.

PREL visions, policies, and directions are determined by a 20 person Board of which includes, among its membership, the Directors of all 4 FSM State DOE's and the President of the Pohnpei campus of COMFSM. The Director of Chuuk DOE (Mr Kangichy Welle) has recently been appointed as Board Chairman. It may be significant that the Board contains no representative(s) of the National DOE.

Reasonably, PREL is highly regarded by many teachers and educational administrators in the FSM, not only because of the quality and continuity of its services, but also because of its generosity in providing financial support for attendance at the many conferences and training activities it sponsors, including major events like the annual PREL conference which attracted 1300 participants to Pohnpei in 1996.

Because a significant proportion of the the funds which PREL administers are earmarked for specific areas of educational improvement seen to be of high priority on the US mainland e.g. Science and Maths, Vocational Education etc. the PREL initiatives sometimes do not align with the high priority needs of the Pacific countries which are attracted to join in PREL activities. Thus the time and energy of many teachers and administrators can be consumed in various interesting, useful, distracting, **but not essential** educational and professional development programs. There is also evidence that some PREL programs are highly academic in nature and pitched at an inappropriate level for the unsophisticated island teachers.

Further, it seems there has been insignificant coordination between PREL initiatives and educational programs supported by other development assistance agencies. Thus, different programs offered by PREL and other agencies, even in the same areas of education, can run independently and compete with each other for the the time and attention of the teaching community.

It seems likely that PREL will continue to direct substantial US education funds to the region and so exert a major influence on the direction of educational change even when (if?) base compact funds cease in the next century. It is important that coordinated effort between PREL and other ODA groups be increased if Japan is to enter the areas of curriculum or teacher development in the FSM. Collaboration with PREL may, in fact, be the most likely avenue by which a joint Japan/US aid initiative could be promoted.

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## SECTION 2 : THE SCOPE OF, AND PRIORITIES AMONG, NEEDS IN THE EDUCATION & TRAINING SECTOR

In preparing for the sector analysis, efforts were made to study all reports written since 1989 and which identified education and training needs in the FSM. From these readings, a preliminary checklist of possible needs was prepared. Workshops, interviews and surveys conducted during the field visit revealed further perceptions of need which were then added to the list. Thus, the following lists are now seen to provide a comprehensive overview of all possible needs :

### A. NEEDS PERCEIVED AT PRE-SCHOOL LEVEL

1. Opportunities for pre-school education for all children aged 3 -5.

### B. NEEDS PERCEIVED AT ELEMENTARY SCHOOL LEVEL

1. Improved learning of first language (Speaking, Reading, Writing).
2. Improved learning of official State language ( if different from first language).
3. Improved learning of English (Speaking, Reading, Writing).
4. Improved learning of arithmetic and other mathematical skills.
5. Improved learning of Science.
6. Improved learning of Social Science.
7. Improved learning in Health and Nutrition.
8. Improved development of thinking and problem solving skills.
9. Improved development of interpersonal, leadership and self management skills.
10. New learning in Island history, culture and traditional lifestyles.
11. New learning about human reproduction and population management.
12. New learning about career opportunities & skills in the productive economic sectors, agriculture, fisheries and tourism.
13. New learning in the Japanese language.
14. New / additional school buildings.
15. Renovation of existing school buildings and maintenance program for schools.
16. Improved water and sanitation facilities in existing schools.
17. Nutritious school breakfasts or lunches.
18. School buses.
19. New / additional printed learning resources - readers, workbooks etc.
  - a. Stories in first language.
  - b. Stories in English.
  - c. Subject content in first language.
  - d. Subject content in English.
  - e. on environmental education (local flavour)
20. Other teaching aids.
  - a. Basic resources for teachers, chalk, paper, printer
  - b. on maths and science. hands on activities
  - c. access to internet.
21. New / improved curriculum statements and teacher support materials.
  - a. in mathematics.
  - b. in language skills.
  - c. in new curriculum areas.

**B. NEEDS PERCEIVED AT ELEMENTARY SCHOOL LEVEL (Contd.)**

22. New / Improved assessment materials.
  - a. Subject tests for school use.
  - b. Standardised tests for system use.
  - c. High school entrance tests.
23. Additional teachers, smaller classes.
24. Improved housing for teachers.
25. New learning in thinking sustainably
26. Physical education classes.
27. Art and music education.
28. Vocational education in trades
29. New/improved learning in environmental education.
30. High tech communication technologies
31. Values education
32. Safety education
33. Kosraean and English dictionaries for elementary and secondary
34. Science laboratories in elementary and high schools
35. Medical dispensaries in schools.
36. Land and water transport to get to remote schools

**C. NEEDS PERCEIVED AT THE SECONDARY SCHOOL LEVEL**

1. Improved learning of English ( speaking, reading & writing).
2. Improved learning of Mathematics.
3. Improved learning of Science.
4. Improved learning in Health and Nutrition.
5. New learning in island history, culture and traditional lifestyles.
6. New learning about human reproduction and population management.
7. New learning about career opportunities & skills in the productive economic sectors.
8. New skills with specific vocational orientation : secretarial / trades etc.
9. New learning in the Japanese/Chinese language.
10. New / additional school buildings.
11. Renovation of existing school buildings.
12. Improved water and sanitation facilities in existing schools.
13. Teaching about computers and internet. Computer skills education.
14. High tech communication technologies (Computer resources, radios etc)
15. More trained secondary teachers
16. Print materials (in various subject areas
17. Marine environmental education
18. Improved learning in social sciences
19. Learning local languages.
20. Education for schools - work transition
21. Remedial programs to assist the "at risk" student.
22. Support for identifying a new sustainable school system - from pre-school to college level.
23. Values education.
24. Science laboratories
26. Scholarship funds for students
27. New vocational high school for Kosrae
28. Scholarship for Kosraeans to study linguistics and Japanese.
29. People to do counselling of students

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**D. NEEDS PERCEIVED AT THE COLLEGE LEVEL**

1. Improved teacher training courses :
  - a. subjects studied matching school curriculum. .
  - b. content learning balanced with practical skills. .
2. New course offerings in island history, culture and traditional lifestyles.
3. New course offerings in public and educational administration.
4. Training for teachers for vocational courses.
5. Internet education
6. New courses in local language
7. Certification standards for teachers improved.
8. College to become a 4 year college offering BA/B Sc degrees.
9. Training in hospitality management.
10. Programs provided to meet special request from schools
11. Local capacity - train FSM people to be trainers, advisers or instructors.
12. Remedial English programs for the community
13. Programs for students with disabilities
14. Collaboration between college and DOE
15. New campus building in Chuuk
16. Action research involving teachers, principals and college staff
17. Extending school courses in trades/ vocational programs
18. Police academy
19. Student study Center for Kosraean College students.
20. Financial aid (scholarships) for Kosraean college students.
21. A teacher training Center for Kosrae

**E. PERCEIVED NEEDS OF UNEMPLOYED YOUTH**

1. Job skills training
  - a. in the trades : carpentry, mechanics, plumbing, electrical etc.
  - b. in the productive economic sectors- fishing, tourism, forestry, agriculture
  - c. in business entrepreneurial skills.
2. Understanding of the risks of drugs, including excessive use of tobacco & alcohol.
3. A youth center for sport, cultural activities ( watch the needs that are across all age groups)
4. Education in reproduction, population management and family planning.
5. A centralised community training Center in Kosrae

**F. PERCEIVED NEEDS OF PEOPLE IN JOBS**

**Fa. Staff of Government Departments (National, State & Local)**

1. Skills in creating vision statements & master plans.
2. Skills in planning, implementing & evaluating projects.
3. Skills in financial management / costing analytical skills.
4. Skills in data gathering, information technology & statistics.
5. Skills in leadership, staff supervision & appraisal.
6. Skills in environment monitoring & resource management.
7. Skills in mapping, surveying & recording technologies.
8. New computer hardware, software and networks.
9. Archive and library services training
10. Training in public relations

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**F. PERCEIVED NEEDS OF PEOPLE IN JOBS (contd)**

**Fb. Staff in school systems**

1. Development of teacher knowledge & skills :
  - a. in subject content.
  - b. in instructional skills (incl. resource use)
  - c. in student assessment & program evaluation.
  - d. in developing attitudes and values.
2. Skills for principals in leadership, supervision, staff development, and staff appraisal.
3. Skills for system advisers in training, coaching and mentoring.
4. Skills in student counselling.
5. Training in dealing with advanced students
6. Training of preschool teachers
7. Training of teachers working with disabled children.

**Fc Health workers**

1. Skills in nursing.
2. Skills in dentistry.
3. Skills in pharmacy.
4. Skills in using and maintaining health care equipment.
5. Training of mid-level medical practitioners (bare foot doctors)

**Fd Tourism Industry**

1. Skills in planning, developing & marketing tourist attractions.
2. Knowledge of island history, culture and environment and skills in sharing this knowledge.
3. Skills in hotel management and hotel services.
4. Skills in Japanese and English languages and cultures of tourists.
5. Skills in hospitality

**Fe Fishing Industry**

1. Skills in resource and plant management.
2. Skills in fishing technologies.
3. Skills in marketing and manufacturing.
4. Managing ocean resources and environment protection

**Ff Farmers**

1. Skills in animal management.
2. Skills in soil and crop management.
3. Skills in marketing and manufacturing.

**Fg Business People**

1. Skills in book-keeping, and financial management
2. Skills in product pricing, marketing & stock control.
3. Skills in business management planning and financing.
4. Skills in project appraisal.
5. Awareness of business opportunities and how to develop them.

**Fh. All people in work**

1. Training in use of information systems (eg financial data management)





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## G PERCEIVED NEEDS OF THE WIDER COMMUNITY

### Ga Males

1. Knowledge of women's rights and potential.
2. Knowledge of risks of excessive alcohol, tobacco and drug use.
3. Knowledge of birth control and family planning.

### Gb Females

1. Knowledge of child nutrition, health care and intellectual development.
2. Knowledge of birth control and family planning.
3. Training to become teachers.
4. Training to become administrators in Government agencies.
5. Skills in home gardening.
6. Varieties of, and skills in making, saleable home products.
7. Knowledge of substance abuse.

### Gc Everyone

1. Knowledge about health, hygiene and nutrition.
2. Knowledge about maintaining water & sanitation systems.
3. Knowledge about energy conservation.
4. Knowledge about population management & birth control.
5. Awareness of the value of schooling and the community's roles in supporting schools.
6. Knowledge about environmental care & resource management.
7. Knowledge about traffic and pedestrian safety.
8. Knowledge about tourism, its needs and its potential.
9. Educational aids for community about population management.
10. Knowledge about FSM culture
11. Training in domestic agriculture and fishing.
12. Skills in making local goods/ produce instead of buying imports.
13. Wider perception of the world
14. Education about the inappropriate use of force (physical)

The consensus seeking workshops and interviews conducted during the field visit asked participants to consider the checklists above in identifying current high priority needs. The results are summarised on the following two (facing) pages.

The workshop strategy used in this study also gave respondents the opportunity to express their perceptions of highest priority needs without any prior circumscription of their thinking. A questionnaire was also designed to gather opinions from educators in organisations such as UOH, PREL and UOG. The surveys also invited comment on equity issues. A collation of all of these responses (verbatim) can be found in appendix 3 to this report.

**CURRENT HIGH PRIORITY  
IDENTIFIED IN CONSULTATION WITH**  
(closely related items suggested by the

"Thinktank" session with FSM National Government officers February 26, 1997	"Thinktank" session with COMFSM staff group February 26/1997	"Thinktank" session with Pohnpei State DOE officers February 27, 1997
<ul style="list-style-type: none"> <li>Improved development of thinking and problem solving skills at the elementary level.</li> <li>Training of Govt. administrators in leadership, environmental management</li> <li>Skill development among business people in import /export management.</li> <li>Training of farmers and people in the tourist industry about product development &amp; marketing.</li> <li>Education of the wider community about social, economic and environmental issues.</li> </ul>		<ul style="list-style-type: none"> <li>Development of leadership and staff appraisal skills among school principals</li> <li>Skill development in leadership, staff supervision, setting vision and planning for Govt. administrators</li> <li>Increased awareness among business people of business opportunities and how to develop them.</li> </ul>
<ul style="list-style-type: none"> <li>Environmental education in the elementary school</li> <li>Improvement in elementary school curriculum &amp; resources</li> </ul>	<ul style="list-style-type: none"> <li>Environmental education in the elementary school</li> <li>Improvements to the secondary school curriculum</li> <li>Tighter teacher certification through 4 year BA /BS degrees</li> <li>Education of the female population (a) in family planning (b) for teaching &amp; administrative positions</li> <li>Computer education (incl Internet) in the secondary school.</li> <li>Inservice development (esp. content knowledge ) of existing teacher workforce</li> <li>Renovation of existing school buildings</li> <li>Increased numbers of trained secondary teachers</li> <li>New college offerings in island history, culture and lifestyles</li> </ul>	<ul style="list-style-type: none"> <li>General review and improvement of curriculum at elementary &amp; secondary levels.</li> <li>New additional school buildings (elementary and secondary)</li> <li>New learnings in island history , culture and lifestyles at elementary (emphasis) secondary &amp; college levels</li> <li>New learnings at el and sec. levels about career opportunities in productive economic sectors</li> <li>Improved learning of first language at elementary level and English at secondary level</li> </ul>

**NEEDS IN EDUCATION OR TRAINING  
PEOPLE LIVING & WORKING IN THE FSM Feb /March, 1997**  
different groups are shown by horizontal lines)

"Thinktank" session with Kosrae State Government officers March 3, 1997	"Thinktank" session with Chuuk State Government officers March 11, 1997	Meetings with JOCV volunteers in 3 states Feb 27, March 1&9, 1997
<ul style="list-style-type: none"> <li>New, improved assessment materials at elementary level</li> <li>Training of pre-school teachers</li> <li>Expansion of pre-school education to all children aged 3-5</li> </ul>	<ul style="list-style-type: none"> <li>Job-skills training in the productive economic sectors for unemployed youth</li> <li>Job-skills training for people already working in the tourist industry</li> <li>Coimmunity education about the value of schooling and their role in supporting schools</li> <li>Coimmunity education about health, nutrition , population and environmental issues</li> </ul>	<ul style="list-style-type: none"> <li>Training of school principals in leadership and staff support</li> <li>Training of administrators in using appropriate systems</li> <li>Community education about health, nutrition and the environment</li> <li>Environmental education in the elementary school</li> <li>Better, simpler English, school textbooks</li> </ul>
<ul style="list-style-type: none"> <li>New computer hardware, software and networks in Govt. offices.</li> <li>Coimmunity education about the value of schooling and their role in supporting schools</li> </ul>		
<ul style="list-style-type: none"> <li>New improved curriculum statements and teacher support materials in the elementary schools</li> <li>Improved preservice (college) teacher training</li> </ul>	<ul style="list-style-type: none"> <li>Education of the female community about childcare, nutrition and intellectual development of children</li> </ul>	
<ul style="list-style-type: none"> <li>Improved learning of mathematics in the secondary school</li> <li>Technology (incl. computer ed) in the elementary school)</li> <li>Inservice development of teacher knowledge &amp; skills</li> </ul>		<ul style="list-style-type: none"> <li>Re-training and motivation of teachers already in schools</li> </ul>
<ul style="list-style-type: none"> <li>Building a vocational high school</li> <li>Financial aid/ scholarships for secondary and college students</li> </ul>	<ul style="list-style-type: none"> <li>General improvement of elementary school buildings and resources</li> <li>Construction of a Multitech Institute</li> </ul>	<ul style="list-style-type: none"> <li>Setting standards and code of conduct for teachers</li> <li>Basic resources for teachers - chalk, paper, duplicators etc</li> <li>Repairs to, and maintenance of, school equipment - copiers video, language labs etc.</li> <li>PE /sports /club activities in schools</li> </ul>
<ul style="list-style-type: none"> <li>Improved learning of first language and English at elementary level</li> </ul>	<ul style="list-style-type: none"> <li>Improved learning of first language and English in schools</li> </ul>	<ul style="list-style-type: none"> <li>Improved teaching of English in schools</li> </ul>

## **PRIORITIES AMONG THE PRIORITIES**

On Wednesday, March 12, a group consisting of 5 National Government officers, one Pohnpei State DOE representative and 2 senior members of the COMFSM staff convened in the COMFSM library and reviewed the charts of priority needs presented on pages 23 and 24 of this report. This reviewing group then agreed that the highest priority needs, from a National perspective, were:

- (a) **New /improved curriculum support materials at the elementary and secondary school levels.**
- (b) **Skills development for people in business and in the productive economic sectors.**
- (c) **Community Education in Health, Nutrition and Environmental care.**
- (d) **Improved development of thinking and problem-solving skills among elementary school children.**
- (e) **Training of Government administrators in leadership, planning and resource management.**
- (f) **Improved pre-service training and tighter certification of teachers.**
- (g) **Renovation and /or reconstruction of Government school buildings.**
- (h) **Training of school principals in leadership and staff appraisal.**
- (i) **Computer education and Internet training in schools.**
- (j) **Environmental education in the elementary school.**
- (k) **Improved development of first language and English literacy at elementary and secondary levels.**

*(the order of the items in this list is not a priority order)*

The consultants largely agree with the "high priority" rating given to all the needs listed, with the exception of item (i). They would argue that high technology (computer) equipment in schools should NOT be given priority status at this time in the FSM. Please see page 41 for an expansion of this point.

The consultants also identify an additional urgent need existing in the FSM school system, at least in Pohnpei and Chuuk :

- (l) **Essential basic resources for elementary school teachers**

### CONSULTANTS PERCEPTIONS OF THE VERY HIGHEST PRIORITIES

From among the needs rated as being of highest priority by workshop participants, the consultants have identified a "top 6" which are seen to be in greatest need of attention because of their urgency and/or their "fundamental" character:

1. **Development of English and first language literacy in the elementary school.** (see expansion on pages 30 to 32)
2. **Provision of basic classroom resources for elementary school teachers.** (see expansion on page 33)
3. **Renovation and reconstruction of elementary school buildings.** (see expansion on page 34)
4. **Development of improved or new curriculums and printed teaching /learning materials to support those curriculums - first at elementary, then at secondary levels.**  
(see expansion on pages 35 to 37)
5. **Training of Government and school administrators in staff leadership, priority setting among goals and implementing plans.** (see expansion on pages 38 and 39)
6. **Community education regarding Health, Nutrition and Environmental Care.** (see expansion on page 40)

*(The numbering does not indicate a priority order among the 6 items)*

The obvious bias in these selections towards the needs of Government schools in general, and the Government elementary schools in particular, recognises the fact that the quality of outcomes at this level of education impacts on the effectiveness of every other educational or training program and ultimately, on the solutions to all economic and social problems faced by the nation.



### SECTION 3 : ANALYSIS OF FACTORS WHICH HAVE LED TO THE EMERGENCE AND PERSISTENCE OF THE PRIORITY NEEDS

There are many factors which have contributed to the present dissatisfying circumstances reflected in the six highest priority needs. The needs relating to school facilities and resources can be squarely laid at the feet of National and State Government decision-making which has consistently failed to direct a reasonable share of base Compact funds into the education sector. Coupled with overgrowth of Government which has forced a greater and greater share of the budget into wages and salaries, the schools have been allowed to steadily deteriorate and the supply of even the most basic resources has been seriously inadequate. The availability of generous special purpose grants from the US to the education system has disguised the real situation since those monies have been directed to meet "needs" which are not in the highest priority group.

The needs relating to deficiencies in teaching and learning at elementary school level are influenced by the above factors, but have also stemmed from the general low standards of literacy in the population, appointment of untrained teachers and the ineffectiveness of pre-service and inservice training programs offered both by local institutions and the numerous external bodies providing developmental assistance. These training problems, in turn, relate to the calibre of the trainees and the appropriateness of the content, language sophistication, strategies and modes of delivery of the training courses.

The inadequacy of curriculums and associated resources stems from the adoption of inappropriate overseas (especially US based) curriculum frameworks and instructional materials which have been unusable by the bulk of teachers and students. Meanwhile, local educationists have acquired few skills in designing locally relevant curriculums and teaching resources.

The needs relating to training of Government and school administrators reflect a variety of organisational deficiencies, from inappropriate staff selections, lack of definition of clear roles and responsibilities, lack of staff appraisal and accountability and excessive absences of senior officers due to frequent attendance at seemingly unproductive conferences.

The table and the chart on the following foldout pages (28 and 29) provide a more comprehensive overview of causative factors and their links with each priority need, as well as likely cause and effect relationships between some of the relevant factors and between the priority need areas themselves.

A reading of this page, the table and the concept map may leave the reader with a view that this report is excessively and unreasonably critical. However, the consultants are of the view that, however sensitive the issues may be, it is necessary to face the facts if future programs of ODA are to be more effective than those in the past. These "constraints analyses" are therefore offered in the positive sense that awareness and response to constraining factors is a key step in making future programs, directed towards meeting the needs, more successful.

**THE FEDERATED STATES OF MICRONESIA  
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Possible Factors contributing to persistence of the priority needs	Relevant to Priority Need					
	1	2	3	4	5	6
1. Geographically scattered population separated by large sea distances.	*	*	*	*	*	*
2. Populations not large enough to sustain educational services on outer islands.	*	*	*	*	*	*
3. High fertility rates and rapid population growth.	*	*	*	*	*	*
4. US funds provided without accountability checks.	*	*	*	*	*	*
5. Overgrowth of Government jobs allowed to consume compact funds.	*	*	*	*	*	*
6. Some Government appointments based on traditional hierarchies and group affiliations rather than professional competence.	*	*	*	*	*	*
7. Traditional life skills lost or abandoned as people move to Government jobs.						*
8. Overcrowding in urban centres.		*				*
9. Government appropriation of Compact funds to areas other than to educational improvements - NDOE & SDOE's underfunded.	*	*	*	*	*	*
10. Inequities in Government job salary levels leading to low teacher and academic wages.	*			*	*	
11. Graduate teachers tend to move to higher paid Government jobs (or to overseas jobs).	*			*	*	
12. Multiple sources of funds and multiple administrative bodies using the funds.	*	*	*	*	*	*
13. Bureaucracies established without clear delineation of organisational units, job descriptions for staff or appraisal /accountability procedures.	*	*	*	*	*	*
14. Lack of administrator skills in setting priorities, developing and implementing action plans and overcoming problems.	*	*	*	*	*	*
15. Project evaluation is poor and lessons are not learned from past successes and failures.	*	*	*	*	*	*
16. Some administrators using position of power to serve personal needs.	*	*	*	*	*	*
17. Some senior politicians and administrators lack qualities and abilities needed for jobs they hold	*	*	*	*	*	*
18. Some politicians, administrators and DOE staff too often absent at overseas "conferences" .	*	*	*	*	*	*

**KEY TO PRIORITY NEEDS**

1. Development of English and first language literacy in the elementary school.
2. Provision of basic classroom resources for elementary school teachers.
3. Renovation and reconstruction of elementary school buildings.

4. Development of improved or new curriculums and printed teaching /learning materials to support those curriculums - first at elementary, then at secondary levels.

5. Training of Government and school administrators in staff leadership, priority setting among goals and implementing plans.
6. Community education regarding Health, Nutrition and Environmental Care.

**THE FEDERATED STATES OF MICRONESIA  
EDUCATION SECTOR STUDY - MARCH, 1997**

<b>Possible factors contributing to persistence of the priority needs</b>	<b>Relevant to Priority Need</b>					
	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
19. Tensions between National and State Governments and between National & State DOE's.	*	*	*	*	*	*
20. Poor choice of some external experts recruited to manage or deliver educational improvement programs.	*	*	*	*	*	*
21. Too many short, low budget, uncoordinated aid programs.	*			*		*
22. Developmental issues are driven by aid availability.	*			*		*
23. Majority of US special grants directed at secondary and tertiary education.	*			*		*
24. Inappropriate teacher preservice training.	*			*	*	*
25. Teacher in-service training not adequately achieving content knowledge nor literacy nor instructional skills.	*			*	*	*
26. Teacher training delivered largely in sophisticated English (oral and print).	*			*	*	*
27. Teacher inservice centred around summer withdrawal courses rather than in-school /on-the job/ team development.	*			*	*	*
28. Instructional materials in schools too often irrelevant or with English text too complex for readers.	*					*
29. Underdeveloped leadership and administrative skills among some head teachers.	*			*	*	*
30. No systematic appraisal & development program for individual teachers .	*			*	*	*
31. Some COMFSM course offerings based on qualifications of staff rather than needs of the trainee group or the community.	*			*	*	*
32. Segments of the community feeling confused, powerless or hopeless.	*	*	*	*	*	*
33. Low levels of community literacy	*	*	*	*	*	*
34. Wide diversity of languages and cultures among states	*	*	*	*	*	*
35. First languages lacking formed dictionary, grammar and teaching resources.	*			*	*	*
36. Community does not value schools or schooling.	*	*	*	*	*	*
37. Potential of women in teaching and administration is largely untapped.	*	*	*	*	*	*
38. Poor pre-natal and early childhood nutrition	*					



Concept map  
of  
relationships between,  
and  
possible factors  
contributing to, the  
persistence of  
priority need areas

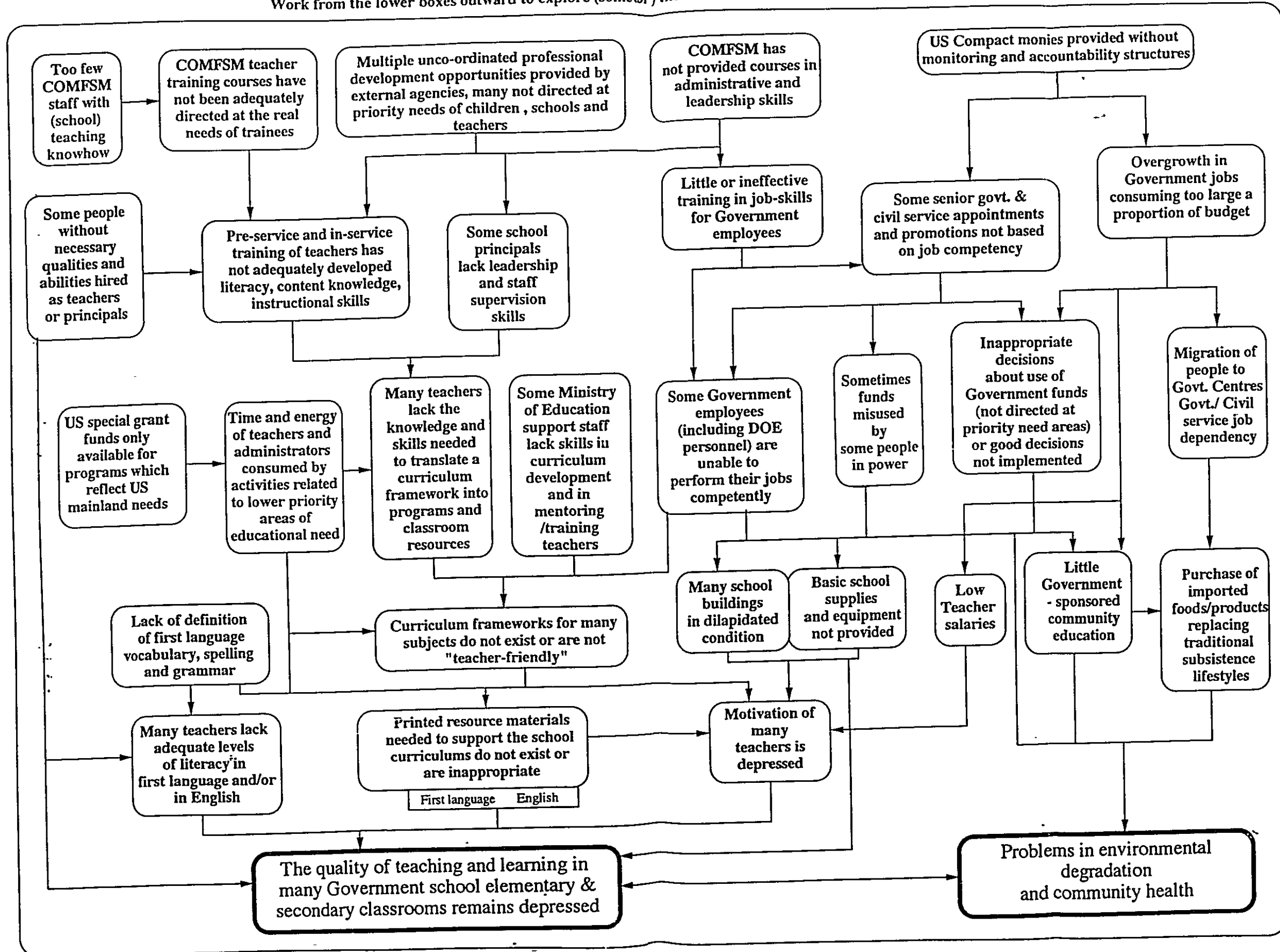
(please fold out)

NOTE : While a general view of causes and constraints illustrates the complexity of the problems, any project to address a specific need should be accompanied by a thorough analysis of factors with the potential to help meet that specific need as well as factors with the potential to hinder the effective meeting of that need. Awareness of such factors followed by planning to reduce the impact of the "hindering factors" while utilising the "helping factors" are key steps in effective change management.



# "CONCEPT MAP" OF SOME RELATIONSHIPS BETWEEN, and POSSIBLE FACTORS CONTRIBUTING TO, THE PERSISTENCE OF PRIORITY NEED AREAS

Please read arrows as meaning "contributing to" or "causes". Follow tracks in the direction of arrows to trace the sequential impact of one situation on others. Work from the lower boxes outward to explore (some of) the factors which have contributed to the priority problems (needs)



SECTION 4  
BACKGROUND INFORMATION ABOUT, AND  
PRELIMINARY SUGGESTIONS REGARDING  
STRATEGIES FOR MEETING, EACH PRIORITY NEED

**PRIORITY NEED # 1 : LANGUAGE DEVELOPMENT IN THE  
ELEMENTARY SCHOOL**

1. Difficulties in comprehending, speaking, reading and writing English are apparent in all 4 FSM states among many segments of the the community. Even among high school graduates and within the ranks of practising elementary school teachers, standards of English literacy are often well below acceptable standards.

2. This deficiency has impeded, and is impeding, the effectiveness of every education or training program available to the FSM people. Students from pre-school to College level suffer learning difficulties directly related to low standards of literacy - particularly in English - the language in which almost all post-elementary courses are delivered and in which almost all learning resources are written.

3. The problem has been recognised for at least 25 years and a number of bilingual education programs have been implemented to address the need. Why these programs have produced few discernible positive outcomes requires investigation in the lead up to any renewed effort in this area.

4. The NDOE has recently developed, with the assistance of a Yapese language expert, a draft "FSM Language Policy". This document should, of course, be of great significance in the design of any project to advance literacy among elementary school teachers and students.

5. The draft policy document contains a preliminary budget estimate of \$US 150,000 for the first year of a language development project. To the consultants for this study, the estimate seems to be conservative and the timeframe and resources insufficient for the task at hand.

6. The draft policy contains many suggestions for action but lacks a detailed project plan beyond the first year. It proposes the formation of a National Language and Cultural Institute, (NLCI), the establishment of a research agenda, the use of the Learning Resource Centre at COMFSM, Palikir as a depository of relevant print materials and the revision of existing National Minimum Standards at a workshop to be convened in October, 1997.

7. While the activities mentioned in point 6 may be desirable, it is significant that they do not include the essential activities of developing usable curriculum frameworks to guide teachers and associated print resources for classroom use. The wisdom and logic of addressing school education improvements by developing statements of standards independently of, and prior to, curriculum development, needs to be challenged.

8. It is not clear whether or not the NDOE, through the Federal Government, plans to request an ADB loan (within the framework of the ESDP study) in order to mount a language development project.

9. The official Government policy regarding bilingual (and sometimes, tri-lingual) education may, in fact, be impeding the progress of English literacy. The belief that English literacy needs to be preceded by literacy in first language is widespread in the educational community. However, negligible progress during the last 10 years in the development of basic resources for teaching reading and writing in first language (dictionary, grammar, readers etc.) has therefore meant that progress in improving literacy in both first language and English has been similarly negligible. Thus, unintentionally, children are being denied their basic right to acquire literacy at an age when they are most ready for it.

10. The consultants believe strongly that efforts to improve the English literacy of the population should proceed apace and need NOT await the achievement of reading and writing literacy in first language. There is considerable evidence that children (especially when they are young) can learn both languages simultaneously if the two languages are taught separately and children are "immersed" in each language (without mixing) at different times during the school day.

11. Good resources for teaching and learning English are readily available and should be provided for all elementary teachers and children as soon as possible. However, since bi (tri) lingualism is both a Government and a community priority, efforts to improve literacy in the local languages should be sustained, including rapid completion of dictionaries and more rapid production of schoolbooks written in each of the four official state languages .

12. While the need is a National one and so a program to advance English literacy across the nation should be centred on Pohnpei (Palikir), the development of resources for improved teaching of the local languages would necessarily be centred at the State /local level.

13. While efforts to improve English literacy need to be focussed at the elementary school level, any project aimed at this target should also address the needs of the wider community. Intensive awareness raising about the importance of English and partial immersion in/frequent exposure to written and spoken English will all be necessary. The mass media should play an important part in any such program.

14. A substantial project to advance English literacy might include the following elements\* :
- writing workshops where teachers learn language by preparing their own teaching resources.
  - selecting and training the teachers who are most fluent in English to teach selected subjects across the school entirely in English from grade 1.
  - attracting literate women to undergo "crash" courses to become language teachers in the elementary schools

- flooding the schools with interesting storybooks in English and which are available for children to take and read at home.
- use of expatriate volunteer teachers with first language English to serve as English mentors in elementary schools.
- use of story and song tapes, videotaped educational programs, eg "Sesame Street", "Letterman" at school and at home.
- an "English day" each week where English is the only language used in schools, Government offices, businesses, on the radio and, hopefully, in homes.

*\* The thoughts above are preliminary suggestions only. The magnitude of the task demands a full project design study.*

15. If any developmental assistance is offered towards the preparation of curriculums and classroom resources to support the elementary school curriculum (ref. priority need #4), the teacher re-training component of that effort would necessarily include deliberate strategies to enhance teachers' first language and English literacy as a supplementary objective of the training program.

16. A combined language development /curriculum resources project could assist in addressing priority need #6 if curriculum materials (in English and in first language) were first developed for the elementary Health and Nutrition and Science curriculums (the latter containing an environmental science strand). The curriculums for these 2 subjects in use in 3 of the 4 states, were developed during the nineties (Health and Nutrition with UNICEF assistance and Science with AusAID assistance) and, compared to the curriculum frameworks for other subjects, are both "teacher - friendly" and oriented to the local situation

17. Relevant courses in remedial English are already being conducted within COMFSM and through the GED program. Any new initiative towards English literacy should tap into the knowledge and skills of the people delivering those programs. Also, multi-lingual language education strategies, used successfully in countries such as Malaysia, Singapore and the Phillipines, deserve to be studied as benchmark examples.

18. If a similar English language project was implemented in the RMI, the planning, curriculum development, resource acquisition, teacher training, and community education components of the two related projects could be shared, and the work supported by the same technical experts.

**PRIORITY NEED #2 : BASIC TEACHER RESOURCES**

1. Absence of essential basic classroom resources is contributing significantly to decline in teacher morale and depressed standards of teaching and learning. Teachers in many schools lack chalk, usable chalkboards, paper, pencils and copying facilities.
2. The severity of the resource problem has been confirmed by feedback from Government school teachers, JOCV volunteers working in Government schools, staff working in the SDOE's and local school administrators.
3. Unless priority is given to supply of these basic items, attention to school reconstruction, teacher training, supply of printed curriculum materials or provision of higher technology resources seems to be both premature and pointless.
4. The need clearly exists in Chuukese, Kosraean and Pohnpeian Government schools. The situation may be better in Yap.
5. Modern photocopiers should not be considered for supply to government elementary schools at this time. Apart from their high initial cost, power supply is unreliable (and sometimes non existent), the machines are subject to frequent technical problems and competent service personnel are not available. A more suitable copying device would be the hand-driven "spirit duplicator" which has the ancillary requirements of duplicator fluid (spirit) and pigment-backed master sheets.
6. Quantities of each resource supplied to each school should be in proportion to the numbers of classrooms, teachers and students. In the case of chalk and paper, each teacher could be issued with a personal stock. The duplicator and associated resources might be better supplied to the head teacher on the understanding that it is a resource for general staff use. Head teachers may require training in the use of the duplicators.
7. An inventory of the chalkboard condition in each classroom would be necessary to determine which require replacement and which could be renovated. The SDOE's could supply a small team of local workers to manage the installation of the new boards or renovation of the old.
8. Rather than supply the NDOE or the SDOE's with finance to purchase such items. it is recommended that any aid agency involved in meeting this need might purchase the items from appropriate suppliers and ship the resources to each state centre ready for direct issue to schools.
9. Arrangements would need to be made with the State Government authorities to exclude such items from import duty and to expedite their distribution without unnecessary administrative paperwork or detention in Government stores.
10. Supply of such resources should be seen as a "one-off" effort to remedy a crisis situation and should be offered on the understanding that the State Governments will adjust their budget arrangements for schools to ensure that stocks of such essential items are maintained in the future.

**PRIORITY NEED #3 : SCHOOL BUILDING RENOVATION**

1. The poor condition of many Government elementary school buildings is a serious impediment to enhancing student and teacher motivation and improving the quality of teaching and learning. In some cases, the water catchment and sanitation facilities also pose significant health hazards to the school community. Lack of electric power in many outer island schools results in unlit classrooms and denies teachers and students the use of any powered equipment.

2. The State Department of Education buildings in Kosrae, Chuuk and Pohnpei (and possibly in Yap also) are all in poor condition. Renovation and/or reconstruction of these centres of administration might also be included in any project to reconstruct the schools.

3. Any project in this area of need clearly requires a preliminary study to clarify and rationalise the number, size and appropriate staffing levels for schools on each island in light of the island size, population of the island, distance between schools, distance to other schools, conditions of present schools, and ownership of the land on which present schools are sited.

4. Some recent data has been assembled about the condition of schools in Chuuk but was not available for the other states. A list of all schools in the FSM can be found as appendix 2 to this report

5. The issue of ownership of the land on which Government schools are located and possible purchase of school sites by the State Governments would be an appropriate initiative in conjunction with school reconstruction.

6. A comprehensive plan of school reconstruction or renovation following the preliminary study would seemingly need to be spread over a period of at least 3-5 years.

7. The possibility exists that the ADB would offer loans for school renovation to each State Government, if any aid donor expects a contribution to costs from the home Government.

8. It is suggested that any aid agency proposing to meet this need might supply the construction materials, together with a select team comprising architect(s), engineer(s) and some skilled tradespeople. This team would also have the responsibility to hire and train local laborers to assist in the construction and to maintain the facilities after their completion.

9. If a similar school reconstruction project was implemented in the RMI, the planning, materials acquisition and construction activities of the two related projects could be dovetailed.



**PRIORITY NEED #4 : DEVELOPMENT OF NEW/IMPROVED  
CURRICULUMS & CURRICULUM SUPPORT  
MATERIALS (initially at the elementary level)**

1. When school teachers lack content knowledge, instructional skills and/or their personal literacy is limited, the only way they can be expected to deliver reasonably effective lessons is to provide them with easy to use, yet detailed advice about what they should teach, when they should teach it, what learning activities might be suitable for their students and what resources they could use to support such learning activities.
2. Many elementary and secondary school FSM teachers suffer all three limitations above yet appropriate, easy-to use curriculums do not exist in most subjects and existing printed teaching /learning resources (in first language or English) are unsuitable or inadequate.
3. Even in the developed world, fully trained teachers will often need a textbook or instructional package which provides them with all the information mentioned in point 1 above. This dependence on an instructional package is appropriate if the authors of the textbook or package have based their work on the official curriculum(s) developed for the school system in which they teach.
4. In the FSM, there are substantial curriculum framework documents and "instructional resources" for most subjects circulating in SDOE's and schools but, in many cases, they are not relevant to island culture, lifestyles and issues or are not usable by teachers or students because of the level of sophistication of their presentation, particularly in terms of reading difficulty levels.
5. This situation has resulted from the practice, common through the 1970's and 80's, of importing overseas (often US mainland or Hawaii based) curriculum frameworks and instructional packages. Even where "local" curriculums were written, they were sometimes prepared without significant collaboration with local teachers and by academics or consultants for whom English is first language and who, themselves had little school teaching experience.
6. The existing elementary school curriculum frameworks in the FSM vary widely from subject to subject and from state to state in their age, in their format, in their structure, in their level of detail, in their reading level and in the extent to which support print materials exist to support their implementation in the classroom.
7. A recent review of elementary curriculums by the consultants engaged to conduct the ADB study into Human Resource Development in Micronesia produced a picture summarised in the table below :

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STATE SUBJECT	CHUUK	KOSRAE	POHNPEI	YAP
<b>Health and Nutrition</b>	Combined PE and CTCP program introduced in 1992. Resources being translated to Chuukese	National TCP program developed with UNICEF has support materials for teachers, students and parents. Student booklets are completion style and consumed each year		Framework revised in 1990 supported by "Island Health series". Under revision to include TCP
<b>Language Arts</b>	1989 framework developed with help from, Hawaii. Teachers rarely refer to it. New framework planned.	Teachers have difficulty understanding framework developed in 1983. Recent revision for grades 1 & 2	Framework exists but it is not used by teachers because they cannot follow it. US textbooks often used.	No language arts framework. Teachers use US books
<b>Mathematics</b>	Framework based on 1981 program. Textbooks are scarce and differ from program	Revised edition of 1983 framework in place with some local materials but US textbooks still dominate teaching	Framework compiled in 1988 is seen to be narrow and irrelevant. US textbooks dominate teaching	Framework developed in 1990 is too complex for teachers. Textbooks used as curriculum guide
<b>Science</b>	New National curriculum framework & topic tests developed in 1992 and implemented in association with teacher training in the period 1993-1995. A few print resources in English supplied to schools to match this curriculum, but none in first language. Teachers need more printed resources and training.			Recent curriculum independently developed. Positive reports about its usefulness
<b>Social Studies</b>	New framework implemented in 1990 but teachers find it too difficult to implement. No resources	Framework was developed in 1983 as a state initiative. Little used by teachers. Dependence on dictation from textbooks	Framework developed in 80's independently of other states. Texts now developed to grade 5 (vernacular in grades 1-3)	1991 revision of 1983 curriculum in place but without classroom resources

This summary suggests that the language arts and mathematics curriculums are most in need of redevelopment, followed by Social Science, then by Health and Nutrition and Science. However all subject areas are seriously deficient in suitable classroom resources for teachers and students.

8. It seems necessary that development of new curriculum frameworks would be preceded by agreements about the desired content, sequence and format of those frameworks so that there is consistency. Teachers have enough difficulties comprehending and interpreting such statements without needing to cope with differently styled documents in each subject area.

9. An approach which argues for the specification of "standards" as a primary step in curriculum improvement needs to be rationalised in the context of any new developments. The existence of standards statements makes no sense if teachers do not have clear guidelines and suitable resources to help them attain those standards, as well as strategies and resources to help them assess levels of student achievement of those standards. A statement of standards would, most sensibly, be developed concurrently with, and included in, a new curriculum framework statement.

10. Where individual FSM states have taken initiatives in curriculum development or in the acquisition/development of curriculum support materials, these documents should be assembled and evaluated for their suitability for adoption or adaptation in the other states.

11. There are many developing countries, including other Pacific nations, which are further advanced than the FSM in the development of local elementary curriculums and printed resources to support those curriculums in the classroom. Where appropriate, it would make good sense for the FSM to adopt or adapt any of those materials which fit well the local scene and the literacy levels of teachers and students. The new RMI elementary school curriculum frameworks, recently developed under the ADB funded Basic Education Development Project in the Marshall Islands, may be a particularly useful resource. Curriculum resources from other countries where English is the second language and educational programs are better established (e.g Singapore, Malaysia and Indonesia) should also be investigated.

12. If support were to be given to a similar program involving development of elementary school curriculum resources in the RMI (see the partner report), economies could be made by using, in both countries, the same project team and by sharing, where appropriate, the curriculum resources developed.

**PRIORITY NEED #5 : TRAINING OF GOVERNMENT AND SCHOOL  
ADMINISTRATORS, IN LEADERSHIP, GOAL  
SETTING AND IMPLEMENTING PLANS**

1. A reading of the many reports written regarding desired and necessary developmental programs in the FSM, compared with the projects which have actually been implemented successfully and seen through to the stage where they are producing sustainable productive outcomes, makes frustrating and disappointing reading.

2. The mismatch between visions, hopes, plans and actual outcomes is due to many factors, but the motivations and the competence of the people responsible for making things happen is certainly significant.

3. A realization that training in administrative job-skills is a necessity seems to be well accepted among the people holding those jobs in National and State Governments, and among school principals. This realization has been catalysed by recent plans to downsize government departments, to shorten the school week and by the prospect that the people might be appointed to Government jobs in the future on the basis of demonstrable job skills.

4. A number of training programs have been implemented during the nineties towards improving skills among people in leadership /administrative jobs, but these may have suffered from the same deficiencies which have rendered many teacher inservice programs ineffective :

- (a) some programs have been too short.
- (b) some programs have been excessively academic and insufficiently practical in both content and delivery.
- (c) some programs have been delivered by outsiders with little understanding of FSM systems or culture.
- (d) some programs had objectives which did not align well with the priority needs of the participants and FSM systems.
- (e) some programs have been presented at a language level which has not allowed for the limited literacy skills of the participants.
- (f) some programs have been conducted in withdrawal settings, without transfer of skills and practice in the workplace being incorporated into the training.
- (g) people have sometimes attended training in isolation from their day to day work colleagues and thus encountered difficulties in having new approaches readily accepted back in the workplace.
- (h) places in some programs have been filled by calling in, at the last minute, sometimes inappropriate, sometimes unwilling, participants.

5. Any new approach to meeting this need would need to take into account the factors listed above and construct new programs which are workplace-based, delivered on a part time basis and seen to be part of the job expectations of the job incumbents.

6. Pre-service job induction programs may also be necessary and could be used to provide opportunities for larger numbers of women, with the necessary qualities and abilities, to compete for leadership positions in the Education, and other Government, Departments.

7. COMFSM is the logical institution to develop and manage such programs but may need to recruit suitably qualified staff to prepare, deliver and manage course curriculums in administration and to provide appropriate tutors and mentors for those enrolled. Existing funds and resources for programs such the USDA and SUP courses, currently available to some Government officers, should also be amalgamated with any new training programs.

8. Existing tertiary courses in educational administration or general administration, currently available through overseas institutions, are unlikely to suit the personal professional development needs of FSM Government or school administrators at this time. Attendance at overseas programs, therefore, should not be supported unless applicants have already successfully completed local courses.

9. Formal training courses, no matter how well planned and delivered, will produce optimal results in terms of improved job performance only when they are balanced with thorough job orientation, specification of detailed job descriptions, continuous, on-the job, helping supervision and regular and systematic appraisal of job performance. These necessary organisational procedures themselves suggest some curriculum topics in any newly developed training programs for administrators.

10. Donor developmental assistance in this area could be used to

- (a) meet the salaries of additional COMFSM staff.
- (b) provide technical experts for the development of suitable training curriculums and to deliver the pilot programs in tandem with newly appointed COMFSM staff.
- (c) support the appointment of mature volunteers who are experienced administrators, to work alongside trainees as on-the-job mentors.

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**PRIORITY NEED #6 : COMMUNITY EDUCATION REGARDING  
HEALTH, NUTRITION AND ENVIRONMENTAL  
CARE**

1. Declining life spans, increases in infant mortality and child malnutrition, and lifestyle-related diseases among adults, all point to the urgency for an effective program of community education.
2. Of equal long term importance to the economic survival of the nation are educational programs directed at bringing population growth under control and preserving the quality of the island environments. Both of these issues are, in fact, closely linked with community health and could be readily integrated into a program of community education covering all three issues.
3. Any initiative in community education on these topics should be informed by, and integrated with, the Health and Nutrition curriculums in elementary and secondary schools and should be linked to relevant Environmental Care topics in the Science and Social Science curriculums. Ideally, the community education program would be reinforced by teachers concurrently addressing the same issues in the schools
4. Given the limited literacy in written first language and in English possessed by a large proportion of the community, it is likely that any programs based on printed resources would need to be balanced by information delivered orally. Local radio and TV programs, as well as community meetings, seminars, workshops and interviews, are therefore likely media for program delivery. Teaching in spoken first language is likely to be more effective than English at such gatherings. For the literate, the FSM News could be an important medium for awareness raising in the community
5. Rather than develop an entirely new curriculum and associated teaching resources on these topics from scratch, similar programs in other developing countries need to be studied and evaluated to identify which resources and strategies may be adopted / adapted for use in the FSM.
6. All existing efforts in these areas of education, including work conducted by UN agencies and SPREP, need to be integrated and incorporated with any new community education initiative.
7. The most appropriate coordinating Government agencies for such a program would probably be the EPA's and the Health Departments in each state. The SDOE's have enough to do in improving school curriculums and teaching without taking on community education as well. However, both departments should share resources to ensure that what is taught in schools complements and enhance the messages getting to the community.

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**AN ARGUMENT TO VIEW PROVISION OF COMPUTER EQUIPMENT  
TO SCHOOLS AS A LOWER PRIORITY NEED**

1. This entry in the report stems from the perception, expressed by a number of people consulted during the field visit, that supply and installation of computer systems (including Internet access) to schools is a priority need in the education sector.

2. To the consultants, this perception is based on the invalid assumptions that computerised learning systems are the best solution to the distance education needs of the outer island children or a (partial) solution to the depressed teaching skills of some teachers, or the best way of developing thinking and problem-solving skills in children.

3. Many counter-arguments can be put to any proposed commitment to computerisation at this time in FSM school development.

- (a) Schools and teachers lack such basic resources as chalk, chalkboards, paper and "hard copy" learning resources.
- (b) Average levels of student and teacher literacy in English are severely depressed. It is difficult to use a keyboard effectively when vocabulary, spelling and grammar are deficient
- (c) Effective use of the world wide web requires advanced reading and discrimination skills (as does any library search). At this time, the web does not offer the interactivity which allows the computer to match the cognitive domain of the learner. Unlike a trained teacher, a computer cannot map out what each student needs to understand in order to progress further.
- (d) Most schools lack suitable secure and weather proof areas for computer installation and many lack reliable sources of electric power.
- (e) The initial costs of large numbers of computers and associated modems, printers etc is enormous, rate of obsolescence is high, competent technicians to maintain the equipment are scarce and server/ connection fees to access the Internet would place a continuing strain on already stretched education budgets.
- (f) Significant technological advances are likely in the computer industry during the next few years, including voice recognition input and cheaper, low power desktop units connected to a high powered central server.
- (g) Lower (or earlier) technology options for distance education (e.g. videotape, audiotape, and two way radios) are readily available at relatively low cost but have not been utilised in any systematic way.
- (h) Interactive learning programs using CDrom and CD's which display on a standard TV monitor (CDI) may deserve investigation as distance learning options, but the availability of quality learning packages for even these technologies is still very limited.

These arguments in no way deny the value of ready Internet access for students at senior high school and College levels nor the desirability of at least one Net-linked computer as part of library development in the reconstructed FSM elementary schools of the future.

## SECTION 5

### SPECIFIC RECOMMENDATIONS TO JICA - PRIORITIES AMONG THE PRIORITIES

If JICA chooses to offer further developmental assistance to FSM in the education /training sectors, one-priority need seems to align well with existing experience and expertise available to Japan :

- 1. Assistance towards renovation and reconstruction of schools (ref priority need #3)**  
Assistance in this area would require a long term project and a multi-million dollar budget

However, if JICA decides to enter the area of educational program development and delivery, two other priority need areas are recommended for ODA consideration :

- 2. Assistance towards improving the acquisition of literacy in the elementary schools through development of improved curriculums and printed classroom resources in English and first language(s) - (ref. priority needs #1 and #4).**  
While such assistance would probably require the enlistment of one or more technical experts with English as their first language, there is no reason why one or more Japanese teachers of language, and who have strong English skills, could not be involved as JICA experts.
- 3. Assistance towards improved community education in Health, Nutrition and Environmental Care (ref. priority need #6)**  
It is suggested that a pilot program might be first developed and tried in Chuuk where problems in these areas seem to be most extreme and a supportive EPA could be enlisted to work with technical experts to plan and deliver the program.

These recommendations are offered for JICA consideration among a long list of priority needs in the region which all deserve attention. The consultants accept that JICA, in its wisdom, may choose to contribute to other needs detailed in this report, rather than those recommended.



## SECTION 6

### GENERAL GUIDELINES FOR DELIVERY OF FUTURE EDUCATIONAL AID PROGRAMS IN THE FSM

#### 6.1 PROGRAM / PROJECT ADMINISTRATION

1. Many necessary developmental assistance programs in education have not been initiated because local administrators lack the motivation for, or the skills in, writing comprehensive proposals for presentation to potential donors.
2. Other implemented projects have not led to long term tangible benefits because the overseas technical experts involved have spent only short blocks of time in-country, hoping, incorrectly, that local counterparts could and would sustain, replicate or complete the program successfully in their absence, and that promises made by local agencies would be kept.
3. In reality, there is a dearth of competent personnel in the NDOE, the SDOE's (and other Government Departments) with the depth of vision, level of commitment and planning/problem-solving skills needed to plan or manage a complex program. In the Chuuk SDOE, there is evidence that corruption is combined with incompetence at senior levels of administration.
4. Once tight controls over financial or material resources are relaxed by a donor agency, there is a risk that, in the best case, the resources will be mismanaged and, in the worst case, that they will be misappropriated.
5. Any aid donor needs to be "hard-headed" - willing to cease the aid effort at any point where promised commitments by local authorities to support any program with funds or resources (human or physical) are not sustained.
6. Any agency offering major developmental assistance to the FSM should budget for the appointment of a resident "development assistance manager" who would be responsible for assisting local officials to prepare appropriate formal requests, for liaising with Government Departments and other aid agencies, for managing project budgets and for monitoring the work of technical experts engaged to support a given project.
7. Technical experts (advisors, consultants or volunteers) engaged to support selected programs or projects also need to be engaged to work for substantial periods in-country, need to work in close collaboration with the resident development assistance manager and should be accountable to the donor agency through him or her.
8. Where an aid donor has access to volunteers, efforts should be made to recruit a group of volunteers possessing the specific skills needed to support the particular educational initiatives being funded.
9. Scholarships for overseas study should only be offered where the proposed course is clearly related to a priority need in the FSM and when

the student not only can demonstrate the capacity (intellectual and literacy skills) to cope successfully with the program, but also is "bonded" to return and apply new knowledge and skills to the development area at home.

10. Despite the negative overtones of points 1 to 4 on page 44, efforts must continue to inculcate the necessary skills and attitudes in local administrators and practitioners. Thus, the appointment of a resident development assistance manager, technical experts or volunteers by aid donors should always be matched by appointment of local counterparts to work full-time, in tandem with them.

## 6.2 COOPERATION WITH OTHER DONORS

1. The nature of the US funding, which is delivered independently of the local US Embassy and through numerous uncoordinated agencies suggests that a collaborative arrangement with the US in any future ODA effort by Japan would be difficult, if not impossible. The US first needs to coordinate its own ODA contributions to education in the region.

2. The most likely avenue to access US funds in any joint project would be to arrange a collaborative effort with PREL or one of the US funded Universities which currently serves the region. This possibility would only apply to programs involving curriculum or teacher development, and the attitude such institutions might hold towards a joint program is uncertain.

3. The situational analysis sponsored in 1994 and 1995 by the ADB has opened the way for significant ADB loans to support basic education improvements in the region, assuming that the Government(s) will seek such loans. The possibility therefore exists that a bilateral project could be mounted where a donor country meets parts of the costs, while the FSM National or State Governments contribute the other part by way of an ADB loan.

4. UN initiatives in the region are relatively minor but collaboration with relevant UN agencies should be explored if any aid programs are planned in the areas of community education in population management, health and nutrition or agriculture - all areas where some UN activity is current.

5. Other avenues for joint ventures in the education arena lie with other developed countries which are active in ODA in the FSM. Australia, China and New Zealand are the most likely contenders and all have aid agencies which parallel JICA in their function. Initial proposals for collaborative efforts could occur through the Embassy officials of each country. China has an Embassy in Pohnpei, the Australian Embassy in Pohnpei (FSM) is responsible for managing AusAID programs to FSM, RMI, and to Guam but New Zealand has no office in the region.

6. An opportunity would exist for Japan to raise the possibility of collaborative ODA assistance to the FSM in the education/training sector at the "Consultative Group of Donors" meeting to be held in Manila in October, 1997.

## APPENDIX 1 : OFFICAL MISSION, PRIORITIES AND GUIDING PRINCIPLES OF THE FSM EDUCATIONAL SYSTEM

### Mission

The Federated States of Micronesia educational system recognizes its shared participation with parents, extended family, and broader social structures in the intellectual, emotional, physical and social development of children. It will deliver a quality, sustainable basic education system which provides all students with basic skills, thinking skills, and personal qualities; provides for the manpower needs of the Nation; develops a literate population based on the revitalization of local languages and cultures while ensuring high competence in English and other international languages; and collaborates with all sectors of the government and community to fully utilize available human and financial resources in developing the educational foundation required for sustainable economic growth and social development.

### Priorities

- ◆ Implement comprehensive language and culture programs to promote the acquisition of primary language skills in local languages and the understanding and appreciation of the values and customs which make us unique as a people. Develop literacy in English and other international languages using the cognitive skills learned in primary language acquisition.
- ◆ Provide students with a sound basic education which will:
  - ◊ by the end of the eighth grade provide students with: basic skills [*reading, writing, arithmetic and mathematics, speaking and listening*]; thinking skills [*thinking creatively, making decisions, solving problems, seeing things in the mind's eye, knowing how to learn, and reasoning*]; and personal qualities [*individual and group responsibilities, self-esteem, sociability, self-management, and integrity*].
  - ◊ by the end of the twelfth grade provide students with substantial progress in acquiring increased competencies to productively use: resources [*allocating time, money, materials, space, and staff*]; interpersonal skills [*working on teams, teaching others, serving customers, leading negotiating, and working well with other people from culturally diverse backgrounds*]; information [*acquiring and evaluating data, organizing and maintaining files, interpreting and communicating, and using computers to process information*]; systems [*understanding social, organization, and technological systems, monitoring and correcting performance, and design or improving systems*]; technology [*selecting equipment and tools applying technology to specific tasks and maintaining and troubleshooting technologies*].
- ◆ Redirect resources and emphasis of education to promote the development of the private productive sectors.
- ◆ Develop shared authority, responsibility and accountability with the community in operation, improvement and maintenance of schools.
- ◆ Provide for an adequately trained teaching and support staff with emphasis on competency in delivery of basic foundational skills and instruction in the private productive sectors.
- ◆ Collaborate and coordinate the use of financial and human resources with all segments of government and community to maximize resource usage and develop the local expertise needed for development of a sustainable education system.

### **Guiding Principles for Education Program Design and Decision Making in the Federated States of Micronesia**

To provide guidance in design of programs, projects and in the education decision making process a set of guiding principles have been developed. The principles are critical considerations which can increase the likelihood of programs and decisions having a positive and major impact on improving the educational system. The guiding principles for educational improvement in the FSM are:

- (1) A collective vision and mission.
- (2) Encouraging wide participation in planning, implementation and evaluation.
- (3) Planning for continuity in educational development.
- (4) Maximizing multiplier effects.
- (5) Establishing networks and building strong communities.
- (6) Catering to community based development of education.
- (7) Establishing and nurturing cells or centers of excellence.
- (8) Nurturing a spirit of commitment.
- (9) Ensuring accountability and efficiency in resource development and management.
- (10) Developing enabling policies and organizational systems.
- (11) Developing a climate for information-based decisions.
- (12) Creating an environment of flexibility for responsiveness and adaptation.
- (13) Creating a structure for personnel development where technical assistance is always within reach.
- (14) Priority on leadership and leadership development.
- (15) Language and Culture as an integral part of the reform process.

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APPENDIX 2 : LIST OF SCHOOLS IN THE FSM

KEY TO SCHOOLS: Ele (Elementary) Sec (Secondary) Pub (Public) Pri (Private)

SCHOOLS IN CHUUK					SCHOOLS IN CHUUK continued				
Name of School	Ele	Sec	Pub	Pri	Name of School	Ele	Sec	Pub	Pri
1 Iras	✓		✓		51 Neirenom	✓		✓	
2 Iras A Tunnuk	✓		✓		52 Neihon	✓		✓	
3 Mechitiw	✓		✓		53 Sapou	✓		✓	
4 Mwan	✓		✓		54 Winika Annex	✓		✓	
5 Neauo	✓		✓		55 Epin Paata	✓		✓	
6 Neauo A Epinup	✓		✓		56 Epin A Inaka	✓		✓	
7 Neauo A Wichap	✓		✓		57 Nukaf Paata	✓		✓	
8 Penia	✓		✓		58 Sapota	✓		✓	
9 Sapuk	✓		✓		59 Penieta Wonei	✓		✓	
10 Sapuk Annex	✓		✓		60 Wonei Tonokas	✓		✓	
11 Fono	✓		✓		61 Losap	✓		✓	
12 Pis-Moen	✓		✓		62 Lama	✓		✓	
13 Eiten	✓		✓		63 Pis-Losap	✓		✓	
14 Kuchuwa	✓		✓		64 Eiral	✓		✓	
15 Nechap	✓		✓		65 Kuttu	✓		✓	
16 Nechap Annex	✓		✓		66 Moch	✓		✓	
17 Nukuno	✓		✓		67 Namoluk	✓		✓	
18 Sino Memorial	✓		✓		68 Lukunor	✓		✓	
19 Inaka	✓		✓		69 Oneop	✓		✓	
20 Kukku	✓		✓		70 Satawan	✓		✓	
21 Messa	✓		✓		71 Ta	✓		✓	
22 Pwene	✓		✓		72 Ta Annex	✓		✓	
23 Sapore	✓		✓		73 Fananu	✓		✓	
24 UFO	✓		✓		74 Murilo	✓		✓	
25 West - Fefan	✓		✓		75 Nomwin	✓		✓	
26 Kuchu	✓		✓		76 Ruo	✓		✓	
27 Panitiw	✓		✓		77 Magur	✓		✓	
28 Sapota	✓		✓		78 Onary	✓		✓	
29 Parem	✓		✓		79 Ono	✓		✓	
30 Tsis	✓		✓		80 Piserach	✓		✓	
31 Eot	✓		✓		81 Ulul	✓		✓	
32 Fanapanges	✓		✓		82 Pulap	✓		✓	
33 Romanum	✓		✓		83 Pulusuk	✓		✓	
34 Udot	✓		✓		84 Puluwat	✓		✓	
35 Udot Annex	✓		✓		85 Tamalam	✓		✓	
36 Amwachang	✓		✓		86 Berea School	✓	✓		✓
37 Faro	✓		✓		87 St Cecilia Sch	✓			✓
38 Fason	✓		✓		88 Saraman C Aca		✓		✓
39 Fason Annex	✓		✓		89 SDA School	✓	✓		✓
40 Faupo	✓		✓		90 St Julia	✓			✓
41 Faupo Annex	✓		✓		91 Xavier High		✓		✓
42 Muniel	✓		✓		92 Faichuk J High		✓	✓	
43 Nechocho	✓		✓		93 Moen Jr High		✓	✓	
44 Netw	✓		✓		94 Mortlock "		✓	✓	
45 Wichukuno	✓		✓		95 Pattiw Jr High		✓	✓	
46 Wonip	✓		✓		96 S Nomoneas "		✓	✓	
47 Wonip A East	✓		✓		97 Weipat Jr High		✓	✓	
48 Wonip A West	✓		✓		98 Chuuk High		✓	✓	
49 Chukuram	✓		✓		99 Mizipah High		✓		✓
50 Malaio	✓		✓		Total No.	89	12	92	7

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**LIST OF SCHOOLS IN THE FSM (CONTINUED)**

**KEY TO SCHOOLS: Ele (Elementary) Sec (Secondary) Pub (public) Pri (Private)**

SCHOOLS IN KOSRAE					SCHOOLS IN POHNPEI				
Name of School	Ele	Sec	Pub	Pri	Name of School	Ele	Sec	Pub	Pri
1 Lelu	✓		✓		1 Awak	✓		✓	
2 Malem	✓		✓		2 ESDM	✓		✓	
3 Utwe	✓		✓		3 Iohl	✓		✓	
4 Tafunsak	✓		✓		4 Kapingamarangi	✓		✓	
5 Walung	✓		✓		5 Colonia	✓		✓	
6 SDA	✓	✓	✓	✓	6 Lewetik	✓		✓	
7 Kosrae High		✓	✓		7 Lukop	✓		✓	
Total No.	6	2	6	1	8 Mand	✓		✓	
SCHOOLS IN YAP					9 Mwoakilloa	✓		✓	
Name of School	Ele	Sec	Pub	Pri	Name of School	Ele	Sec	Pub	Pri
1 Bael	✓		✓		10 Mwoakot	✓		✓	
2 Colonia Mid S	✓		✓		11 Nett	✓		✓	
3 Dalipebinaw	✓		✓		12 Nukuoro	✓		✓	
4 Fanif	✓		✓		13 Ohmine	✓		✓	
5 Gaanelay	✓		✓		14 Pakien	✓		✓	
6 Gagl	✓		✓		15 Palikir	✓		✓	
7 Gilman	✓		✓		16 Parem	✓		✓	
8 Kanilay	✓		✓		17 Pehleing	✓		✓	
9 Maap	✓		✓		18 Pingelap	✓		✓	
10 N Fanif	✓		✓		19 Pohni	✓		✓	
11 Rumung	✓		✓		20 Saladak	✓		✓	
12 Tamilang	✓		✓		21 Salapwuk	✓		✓	
13 S.D.A.	✓	✓		✓	22 Sapwalap	✓		✓	
14 St Mary's	✓			✓	23 Sapwehrek	✓		✓	
15 Asor	✓		✓		24 Sapwuahfik	✓		✓	
16 Elato	✓		✓		25 Seinwar	✓		✓	
17 Eaurpik	✓		✓		26 Sekere	✓		✓	
18 F Ulithi	✓		✓		27 Sokehs Pah	✓		✓	
19 F Wolcai	✓		✓		28 Sokehs Powe	✓		✓	
20 Fadrey	✓		✓		29 Temwen	✓		✓	
21 Fais	✓		✓		30 Wenik/Rohnkiti	✓		✓	
22 Falalus	✓		✓		31 Enipen	✓		✓	
23 Faraulap	✓		✓		32 Wapar	✓		✓	
24 Ifalik	✓		✓		33 Wone	✓		✓	
25 Lamotrek	✓		✓		34 PICS		✓	✓	
26 Mogmog	✓		✓		35 SDA	✓	✓		✓
27 Ngulu	✓		✓		36 Calvary C A	✓	✓		✓
28 Puge	✓		✓		37 PNI Cath Sch	✓			✓
29 Satawai	✓		✓		38 Ohwa Chr Sch		✓		✓
30 Seliap	✓		✓		39 PATS		✓		✓
31 Sorol	✓		✓		40 Our Lady Mercy		✓		✓
32 Tegailap	✓		✓		Total No	36	6	34	6
33 Wottegai	✓		✓						
Total No.	33	1	31	2					

**Total number of FSM Elementary Schools Public (154) Private (10) = 164**  
**Total number of FSM Secondary Schools Public (9) Private (11) = 20**  
**Total number of all FSM Schools = 184**

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**APPENDIX 3 : NAMES AND POSITIONS OF PEOPLE WHO  
PARTICIPATED IN WORKSHOPS OR INTERVIEWS**

FSM GOVERNMENT "Think Tank"			POHNPEI STATE "Think Tank"		
No	NAMES	POSITION	No	NAMES	POSITION
1	John Mangafel	Liason President's Of	1	Daman Sohl	Director DOE
2	Weldis Welley	Admin Curri MOE	2	Hanover Ehsa	Chief Curr DOE
3	Aier Willyander	A P Sec& Stu SerMOE	3	Casiano Shoniber	Chief Special Ed DOE
4	Wehns Billen	Dir Adult Edu MOE	4	Dageo Jano	Chief DOE
5	Burnis Danis	Admin Test&Eva MOE	5	Francisco Cantero	Scholarship Co-or DOE
6	Esikiel Lipwe	Broadcast President's O	6	Bender Emicar	Social Stu Sp DOE
7	Bngida Edgar	Analyst I SM Budget O	7	Dell Eldot	Test & Eva Sp DOE
8	Joseph Peter	Plan SpFSM P & Stats Off	8	Pernis Diopulos	Vice Principal PICTS
9	Wilham Ladore	Bus Dev Of FSM R & D	9	Martin Wierlangt	Science Specialist DOE
10	Edgar Santos	Tounsm FSM R & D	10	Bismarck Sebastian	A Science S DOE
11	FaustinoYarofaisug	Admin Assit JOCV	<b>KOSRAE STATE "Think Tank"</b>		
<i>Partial Attendance</i>			1	Henry Robert	Director of DOE
12	Catalino Cantero	Secretary MOE	2	Semcon Phillip	State Senator
13	Jimmy Hicks	Advisor MOE	3	Harry Skilling	Director Justice D
<i>Observer</i>			4	Moses Noda	Admin. DOE
14	Hiroaki Nagasawa	Chief Co-or JOCV	5	Natchuo Andrew	Admin DOE
<b>COM-FSM "Think Tank"</b>			6	Palik Welly	Admin DOE
1	Susan Moses	President	7	Skinner Taucy	Early Child Sp DOE
2	Spensin James	Vice President	8	Abraham Anton	Test & Eva Sp DOE
3	Harvey Segal	Chair Education Div	9	Fletcher Tulensru	Test & Eva. Sp DOE
4	Donald Buden	Prof Biology	10	Winton Clarence	Test & Eva Sp DOE
5	Anga Dema	A Prof Science	11	Alister Tolonen	Curriculum Sp DOE
6	Joe Habuchmai	Direc Academic Prog	12	Joel Tilfas	Voc Ed. Co DOE
7	Jasmin Gonzales	Prof Health Science	13	Leo Williams	Staff Dev. Co DOE
8	Mane Aram	Dir of Plan & Research	14	Ketu William	Language Sp DOE
9	Teny Topalian	A Prof Marine Science	15	Tulensru Wagak	Science Sp DOE
10	Dana Lee Ling	Lect Maths & Computer	16	Kemsky Sigras	Social St Sp DOE
<i>Partial Attendance</i>			17	Tulen Peter	Maths Sp DOE
11	Paul Gallen	A Prof Education	18	John Edwin	School principal
12	Mihat Dema	A Prof Science	19	Wilson Kephas	Special Ed Co DOE
13	Melchior Henry	Chair Social Science	20	Linley Williams	Youth Coordinator DOE
14	John Haglegain	Prof Polit Sc & History	<b>CHUUK STATE "Think Tank" (cont)</b>		
15	Mike Pelt	Chair Lang & Literature	6	Fred Gaspar	Education Sp DOE
16	Steve Blair	Chair Science & Maths	7	Kip Lippe	Health & N S DOE
<b>CHUUK STATE "Think Tank"</b>			8	Tomo Aisek	Personnel DOE
1	Kangichy Welle	Director DOE	9	Steve Marcus	Assessment Sp DOE
2	Joseph Kono	Director EPA	10	Sinchy Kapwich	Chief Sp Ed DOE
3	Singeichy Herman	Admin Board DOE	11	Peter Sistra	Staff Dev Of DOE
4	Marciano Akasy	Social St S DOE	12	Anderson Joseph	Chief Sec Div DOE
5	Sanfio Sony	Maths Sp DOE	13	Carmen Saimon	Chief Sup Ser DOE
<b>LIST OF " SIGNIFICANT INDIVIDUALS" INTERVIEWED IN THE FSM</b>			14	Fierten Rain	A Science Sp DOE
1	Kiyoshi NISHIKAWA	Charge'dAffairs Japan C	11	Cheryl MARTIN	DepChiefofMission USA
2	Hiroaki NAGASAWA	Sen JOCV Co-ordinator	12	Kangichy WELLE	Director Chuuk DOE
3	Perry HEAD	Ambassador Australia	13	Daman SOHL	Director Pohnpei DOE
4	Dana RUSSO	Dev Assis O Aust Emb	14	Henry ROBERT	Director Kosrae DOE
5	Kevin O'KEEFE	Resident Adv EMPAT	15	Joseph KONO	Exc Dir EPA CHUUK
6	Leon CHICO	ChiefAdv UNDP-UNIDO	16	Weldis WELLEY	Admin Curr&EvaMOE
7	Celestino EMWALU	AsDir ChuukCOM-FSM	17	William STENNIT	Businessman CHUUK
8	Michael TOOLAN	Principal Xavier H Sch	18	Manno SIVER	Sc Teacher.ChuukH Sch
9	Richard BOLT	Agr Consultant UNDP	19	Floris L Menson	UNIDOAssociate Expert
10	Grahame HUNTER	Consultant P D P. Aust	20	Cheryl Burgindine	Consultant MEDC

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## APPENDIX 4 : COLLATION OF OPINIONS EXPRESSED

### 3.1 VERBATIM RESPONSES BY "THINK TANK" PARTICIPANTS

*Question 1 : How I would spend my first one million dollars to address a priority educational need in the FSM ?*

#### **FSM Government workshop participants responses**

- \*Support for identifying a new sustainable school system.
- \*Training in small business development and agriculture for 9th to 12th grade in school and school leavers
- \*Redirect teacher training needs in the area of quality language communication and other skills development for Elementary and Secondary teachers
- \*Train people to think sustainably for Education Department and College of Micronesia
- \*Upgrading of teachers Certification for Secondary education
- \*Training unemployed for development of fisheries and agriculture
- \*Training in Import and Export Management for Business/Private sector
- \*Building classrooms for grades 1 to 12 and more teachers
- \*Relevant, usable equipment for conducting student centered activities in Maths and Science for students in Elementary, Secondary Schools and College (COM-FSM)
- \*Training teachers in content areas for Elementary and Secondary teachers
- \*Trainers for frontline business for government professionals
- \*Training content knowledge for Elementary and Secondary teachers
- \*Training in adult education skills, ESL for drop-outs and early leaver youths in FSM

#### **COM-FSM workshop participants responses**

- \*Marine environmental education program for the public and schools
- \*Improve the Elementary Schools and High School Curriculum for teachers use in the education of all FSM kids
- \*Scholarships for Education majors at the college to get more students to build up a new "replacement teacher force"
- \*Construction of classrooms, supplies, teacher training for Elementary and High Schools
- \*Teacher training for Elementary and Secondary School teachers
- \*Internet accessibility for all FSM schools (particularly K-12) -also for colleges - this includes computers, connectivity charges and training in its use.
- \*Equipment and supplies for science laboratories for the college of Micronesia.
- \*Additional Health, Sanitation and Environmental awareness programs for preservation, conservation for Elementary students and villagers-especially the uneducated citizens.

#### **POHNPEI STATE DOE STAFF RESPONSES**

- \*Train educators in the effective process of school improvement for the School community
- \*Train elementary students in conservation and environmental protection.
- \*Providing training for Science specialists in instructional materials production
- \*Curriculum development for Elementary and Secondary schools
- \*Developing Language studies in the FSM/College for students and people of the FSM
- \*Build school buildings for Elementary and High Schools
- \*Staff development (on going process ) for all Education personnel
- \*Develop a strong vocational education program for high sch.students may begin with grades 7 & 8
- \*New learning in island history, culture and traditional life for Elementary and Secondary students
- \*Develop Pohnpel water system for commercial purposes (export)

#### **KOSRAE STATE GOVERNMENT STAFF RESPONSES**

- \*Improve school supplies and equipment for teachers in all elementary and Kosrae high school
- \*Assessment/curriculum consultants for early childhood and elementary schools
- \*Develop and equip science laboratories for all elementary and secondary schools
- \*Develop a remote school for vocational education for 9-12
- \*Computer usage for education staff and students
- \*To establish a scholarship foundation for Kosrae students pursuing studies abroad.
- \*Development of Kosraean/English school dictionaries for Elementary and High School use
- \*Train vocational teachers in major skills in Agriculture, construction, mechanics, Electronics for Elementary and Secondary students.



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- \*Establish computer laboratories for all schools in Kosrae
- \*Develop two model farms in soft taro production in each municipality for marketing
- \*Content area training in Maths, Science and language for teachers of Ekementary and Secondary education.
- \*Develop new teaching mwthods/strategy for the teachers on the island.
- \*Establish fund for all classroom teachers to earn 4 year teaching degree
- \*Construct science laboratories in elementary and secondary schools.
- \*Fully equipped wet laboratories (science) for the six elementary and high schools. It would also be very worthwhile to have dry labs (computers) also.
- \*Expansion of early childhood education for children ages 3-5.
- \*Build a youth cultural training center for school drop-outs
- \*To build a training center for cultural development programs
- \*Schools building improvement for secondary and elementary students
- \*To develop manpower in police science within the community and state level.

**CHUUK STATE DOE STAFF (and EPA director) RESPONSES**

- \*Training in educational leadership/innovative school improvement practices for school principals and teachers
- \*Taining in the areas of staff development for Elementary and Secondary teachers
- \*Relevant training in all content areas with focus on chuukese language and culture for all teachers.
- \*Training of teachers for better instruction and learning in the schools
- \*Improve education delivery system in systems in school and community.
- \*Teacher Training skills for DOE staff
- \*Training community people for school based management
- \*To improve education delivery systems in school and communities for the betterment of students advancement.
- \*Training in farming for people who are at home spending most of their time in their farms.
- \*Infrastructure/school facilities improvement for elementary and secondary schools
- \*Instructional materials for classroom teachers at all levels
- \*Research the best curriculum for the children in Chuuk
- \*Education for my son, especially to college to come back and do some kind of business
- \*Teacher training in both elementary and secondary level in any subject area in need to be improved.
- \*The new concept of community based sustainable school system.

*Question 2 " Where I would spend my second one million dollars to address a priority educational need in the FSM ?*

**FSM GOVERNMENT STAFF RESPONSES**

- \* Skills upgrading and technology literacy for pre-school, elementary and high school teachers
- \*Training in how to teach the local language for teachers in elementary and secondary schools
- \*Provide advanced business courses at college level - tourism, hospitality, tour guiding for business operators
- \*Training in small scale agriculture, fisheries, production and management for village people (community)
- \*Training in Financial management for business and private sector
- \*Training in the rural areas and outer islands for small scale fishing and solar energy
- \*Curriculum improvement (Physical education especially) for elementary and secondary education.
- \*Training for production of food and research and development in this area
- \*Training students to apply basic skills for job careers and life skills for High school graduates
- \*Training in business management for all business owners so that they will be able to develop their businesses.

**COM-FSM STAFF RESPONSES**

- \*Resources for teachers and instructional materials and supplies for grades 1-12 for FSM
- \*Job related training
- \*High school and COM FSM college students programs intending to bridge students from high school to college (such as talent search) and from 2 yr college to University (such as HCOP)
- \*Expansion of library resoueces for College of Micronesia.
- \*Support to K-12 in languages -Teaching/learning their own and international languages especially English, Japanese and Chinese.
- \*Curriculum improvement for secondary high schools

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- =====
- \*Construction of classrooms, computers, reference for COM-FSM
  - \*Major maintenance programs for FSM Public schools for rebuilding, repairing, refurbishing and construction as needed
  - \*Facility improvement for all elementary and secondary schools
  - \*Marine Education Center /Institute including resource Centers for schools and communities.
  - \*Equipment, Laboratories supplies for High Schools and Elementary levels.
  - \*Basic skills development for elementary, secondary & post secondary schools
  - \*Training for both elementary and secondary teachers in techniques/methods for teaching the basic skills areas (reading, maths, lang arts etc.) and vocational skills in areas related to economic development
  - \*A new high school in Madolenimw - to serve the South Island.

**POHNPEI DOE STAFF RESPONSES**

- \*Improve new learning in first language for elementary level.
- \*Purchase school materials and equipment for both elementary and high schools
- \*Curriculum development for Department of education (on-going process)
- \*Purchase and develop instructional materials for all elementary high school and college students
- \*Training in vocational trades in the FSM for people in all FSM states.
- \*Strengthening of other basic subjects for elementary and secondary.
- \*Develop learning centers in schools.
- \*To develop training in science (marine science) for elementary students
- \*school to work program for production and service sectors.
- \*Develop training centers for all levels/schools/emphasizing literacy

**KOSRAE STATE GOVERNMENT STAFF RESPONSES**

- \*Develop strategies and goals for future leaders and children of Kosrae.
- \*Teaching materials for secondary and elementary schools
- \* Improve cultural education.
- \*Staff training/teaching strategies for early childhood staff/parents training
- \*Improve teaching strategies (skills in teaching) for elementary school teachers
- \*Provide training for youth services provider for school teachers, counselors and youth workers.
- \*Development of locally developed/ instructional materials for school system/children of Kosrae.
- \*Standards based science teaching pedagogies training for school teachers.
- \*Improve vocational education programs for elementary and secondary school children.
- \*Purchase classroom supplies and equipment for all schools
- \*Develop a new curriculum (using Japanese curriculum to promote Mathematics and Science for the elementary and secondary school in Kosrae.
- \*Technology in education (equipment acquisition) for classroom use to assist children learn
- \*Develop a food processing plant for the state of Kosrae
- \*Provide scholarships for training in fisheries and agriculture
- \*Train the DOE's subject content area specialist for improving and advancing modern edu. tech.
- \*Conduct Language (Kosraean/English) and Maths proficiency study and improve training for age 3 - grade 4 students/parents
- \*To provide counselling training for High School and Post Secondary counsellors
- \*Skills in curriculum development/assessment for teachers and specialists.
- \*Textbooks for students and teachers.
- \*Develop a curriculum modules for Kosrae High school
- \*Content areas (maths, science, language Arts) training for teachers.

**CHUUK STATE DOE STAFF (and EPA director) RESPONSES**

- \*Fish production for people who are willing to do some fish production
- \*Strengthen support for education services for the stronger involvement of community.
- \*Provide physical plant for good and conducive learning classrooms.
- \*Assisting in renovation of schools
- \*Strengthen support for education services.
- \*Restructure learning curricular in chuuk to have the teaching of Chuukese culture, language as the center piece of the whole work, everything else will build around that.
- \*Training of community for better involvement and responsibilities of schools.
- \*Training for effective leadership for principals and DOE staff.
- \*Training in cultural studies for elementary and secondary teacher.
- \*Retraining of trainers (specialist teachers/mentors) in innovative school practices for education administrators/specialists and mentors.
- \*Economic development to increase number of job opportunities for the chuukese.

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- =====
- \*To train engineers for constructing good roads in Chuuk.
  - \*Instructional materials for elementary and secondary children in Chuuk.
  - \*Training in management (financial) for supervisors
  - \*Development of vocational education for the youth and adults

*Question 3" Where I would spend my third one million dollars to address a priority educational need in the FSM ?*

**FSM GOVERNMENT STAFF RESPONSES**

- \*Training in technical knowledge to be able to help others in the FSM do the job themself.
- \*Training post secondary students in the productive sectors for COM-FSM
- \*Training people to change their attitude towards work for Education Department COM-FSM.
- \*Youth center (vocational or trades center) for Drop of students.
- \*Training the unemployed for small industries
- \*Training in project appraisal for loan offices of the commercial development banks
- \*Training in business management for community (both youth and adults)
- \*Curriculum development for practical and current trends in socio-economic reality for high school and college
- \*Training in how to do classroom assessment of students
- \*Educational program management skills training for administrative staff at FSM and State.

**COM-FSM STAFF RESPONSES**

- \*A new public library for Kolonia - expanded facilities.
- \*Technology for providing access to the information superhighway for elementary, secondary and post secondary students and community.
- \*Teacher training in curriculum development for post secondary, secondary grade school.
- \*Training of teachers & would be teachers. Workshops, seminars and increase teacher's salary especially for elementary and high school level.
- \*Marine law and policy and resource management for policy makers/politicians
- \*Education /training for all principals, school teachers and the community as to the importance of education in the development of the nation's economy.
- \*Develop Pohnpei Hospital to be a referral hospital for the nation by upgrading staff, high tech equipment and training staff.
- \*Improvement of health facilities for FSM states
- \*Expand college facilities COM-FSM for National Campus Recreational facilities
- \*Population control and parent training - including very early (0-3) teaching of children given to the community for programs associated with health and college agencies
- \*Computer resource facilities for FSM elementary and high schools
- \*Development of a stronger, culturally sensitive curriculum in both natural and social sciences for COM-FSM
- \*Programs intending to bridge students from high school to college (such as talent search) and from 2 yr college to University (such as HCOP) for High Schools students/ COM FSM

**POHNPEI DOE STAFF RESPONSES**

- \*Improved development of interpersonal, leadership and self management skills for skills supervisors/ agency head/principals
- \*To enhance the preservation of the Pohnpeian culture for elementary and high schools
- \*Establish a student loan fund for post secondary people
- \*Staff and teacher training and development program for staff and teachers for Elementary, high schools and college.
- \*Reforming educational systems in the FSM/States level for students in the FSM/States.
- \*Training in history and culture of Islands for high school and for tourism.
- \*Learning about the environment.
- \*To establish remedial program to help the at risk students in elementary and high schools.
- Environmental programs for the state - present and future.
- \*Improve facilities for learning

**KOSRAE STATE GOVERNMENT STAFF RESPONSES**

- \*Develop and improve cultural education for elementary students.
- \*Develop a training scheme for vocational education teachers at high school level.
- \*To purchase office equipment and school supplies for DOE
- \*Scholarships for some Kosraean linguists(Kosraean Japanese teachers) for College level/teachers and KHS graduates

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- =====
- \*To improve the school facilities and quality of instruction delivery for teachers competencies, curriculum development and instructional planning and strategies.
  - \*Improve teachers salaries to attract competent and qualified staff.
  - \*Develop a piggery project for consumption
  - \*Curriculum material development in language-Kosraean for all grade levels and all students.
  - \*Develop a way to monitor all existing programs for every individual to work consistently toward specified goals.
  - \*Establish special program (funding) for promising advanced students to pursue and earn professional degrees (engineering, law & medicine)
  - \*Implement use of educational technology for elementary and secondary schools.
  - \*Training development of local activity based instructional materials for school teachers.
  - \*Development of Kosraean/English Dictionary /mono lingual dictionary for children/people of Kosrae.
  - \*Develop teaching aids for Center training participants.
  - \*Improve textbooks for both elementary and secondary students in Kosrae.
  - \*Train the trainers for education and Health services staff
  - \*Teacher training for all teachers
  - \*To purchase necessary equipment for accurate data for local government and state leaders for monitoring purposes.

**CHUUK STATE DOE STAFF (and EPA director) RESPONSES**

- \*Manpower development for secondary and elementary teachers and managers
- \*Training in management of information systems for all educators and students from elementary to college
- \*Training teaching strategies and methods to teachers, specialists to upgrade their teaching skills.
- \*Training in the field of social studies to help teachers develop materials for schools.
- \*School instructional materials and sport equipment to develop our Chuukese child mentally and physically.
- \*Training in Chuukese culture and language for Education Administrators, principals/ teachers/ students and parents.
- \*Training in modern technology, computer science in particular for central staff people.
- \*Renovation and construction for school buildings.
- \*Improvement of school building and facilities for better learning and instructions.
- Provide support for agricultural and marine resources development.
- \*Improving of learning in Maths and Science.
- \*Training in gardening (agriculture) for school and community people needs for food and income
- \*Improve management of the education delivery systems for administrators.
- \*Marketing for people to market their farming and fishing products.

**3.2 RECORD OF VERBATIM RESPONSES TO JICA QUESTIONNAIRE  
REGARDING FSM NEEDS IN THE EDUCATION /TRAINING SECTOR**

by STAFF OF THE UNIVERSITY OF OREGON and PACIFIC RESOURCES FOR  
EDUCATION AND TRAINING  
plus "SIGNIFICANT INDIVIDUALS" WORKING IN EMBASSIES, TERTIARY  
TRAINING ORGANISATIONS and NON GOVERNMENT ORGANISATIONS IN THE  
FSM

**Responses to the question:**

*Are there any other needs in education or training, but not mentioned in the checklist, which you perceive to be of high priority in the FSM?*

- \*The government and status relationship with the US (and hence with US aid programs) needs to become more well defined and stable in order for planning and delivery of assistance to have the desired (and accountable) effect and long-term impact.
- \*In order to improve literacy, books in English must be available to children. The former cannot be achieved without the latter. Without some literacy, there is little chance to improve in other areas.
- \*Encourage educational approaches that validate traditional knowledge and systems of organisation.

**THE FEDERATED STATES OF MICRONESIA  
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- =====
- \*A Co-ordinator of Donor assistance
  - \*The checklist has almost all, but we need more approaches on how to encourage skills in jobs so that people can work and earn money for a living.
  - \*Sustainable Ecotourism
  - \*School Principals and Teachers-more professional attitude towards work (too much absenteeism)
  - \*Services for children and youth with disabilities.
  - \*Restoration of traditional foods in daily diet for better nutrition
  - \*Secondary students : alternatives to the current program that are likely to enable youth to see and use connections between school and life outside school
  - \*Data collection and Reporting designed to provide specific information for classroom learning strengths and weaknesses in core areas - not just % correct or cut off scores.
  - \*Awareness of the schools role in supporting communities
  - \*College offerings that model hands on / minds on teaching and learning.
  - \*New learning for high school and college students about :
    1. "Island Ecosystems"; available natural resources, how to best use them and to conserve them for future generations.
    2. People's attitude towards work and a job
  - \*Skills in pest and disease control in farming
  - \*Skills in business management
  - \*Pacific Institute effort directed at upper level management in both government and private sector regarding self improvement and dealing with change.
  - \*Improved learning in world history
  - \*New course offerings in tourism
  - \*Males also need Knowledge about child nutrition, health care and intellectual development as well as birth control and family planning
  - \*Skills in city planning and improvement of the primary industry (to promote employment) to staff of National Government.
  - \*Teach accountability
  - \*"Physical education" for elementary, secondary school children and everyone in the community.

*Responses to the Question*

*Any other comment about educational aid programs in the FSM?*

- \*Continued uncertainty surrounding funding and program availability has had significant deleterious effects on planning, implementing and building successful educational constructs and strategies for increasing the effectiveness of programs for students and the efficacy of increasing a qualified work force equipped to adequately deliver such programs
- \*What seems missing so often is a sense of how various programs, projects and initiatives connect to each other; also many fine people being pulled in too many directions - need priority setting and then protection from competing priorities.
- \*Encourage local leaders to use the money \$ wisely so that programs can last and the people can benefit and then perhaps such aid can continue.
- \*Need to find ways to weave together traditional lifestyles and work settings - they currently dont work well together.
- \*Lack of reading materials in English and funds to buy them. " Operation Books " can provide books and match needs to available materials, but there are no funds for shipping. Cooperative aid for shipping books would enhance this project.
- \*More closely monitor the student scholarship programs - make better choices re who gets it and at what point.
- \*Encourage local, grassroots input before implementing top-down reform.

*Responses to the Question*

*Any specific instances, of which you are aware, regarding lack of equity in educational opportunity in the FSM between :(a) main and outer islands ?*

- \*Inequity in school facilities and distribution of school materials to outer islands.
- \*Staff qualifications is lower in outer islands
- \*Limited access to teacher and principal professional development for outer Island educators
- \*Very limited instructional resources in many outer islands.
- \*I have worked with groups having good representation of both main and outer islands
- \*Remotenes cause inequity in 1. communication 2 transportation 3 training opportunities 4. information access

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- =====
- \*More training opportunities for main island and fewer for outer island
  - \*Major inequities in access to resources and training of staff
  - \*My impression is that programs don't really get to the outer islands. Outer Islanders want to come to the Centres.
  - \*Sometimes the traditional culture prohibits women to study away from home or abroad.

*Responses to the Question*

*Any suggestions for the design of an aid program to address any of the issue(s) you have identified above?*

- \*As currently practiced in Yap - assure representation of outer islanders in professional development opportunities
- \*Distance learning programs
- \*Technology, computers, fax, telephone (cellular) will solve communication problems and info access.
- \*Keep Outer Island projects simple and applicable to what is realistically available to them.
- \*An Industrial Arts centre where both men and women, school drop outs etc. can learn traditional Arts and crafts, vocational education.

*Responses to the Question*

*Any specific instances, of which you are aware, regarding lack of equity in educational opportunity in the FSM between : (b) different ethnic groups?*

- \*Especially in Yap, lower caste mainland and outer island kids on Yap proper are ill-treated by peers, if little or no intervention by faculty, they often drop out
- \*Some friction and isolation (I don't know about opportunities) of Filipino educators
- \*The influx of alien workers/employees
- \*The educational need of imported workers
- \*Yes- But there is a self image/self worth issue where "some" don't believe others are entitled or capable
- \*Sometimes "foreigners" are not permitted to mingle too closely with local people

*Responses to the Question*

*Any suggestions for the design of an aid program to address any of the issue(s) you have identified above?*

- \*The caste system seems to have degenerated to "cultural abuse" now - yet is little discussed to my knowledge. Education in this area?
- \*To have close ties with the country(ies) from which the aliens are brought to designate group representatives
- \*Developing co-operation and sharing, appreciate richness in diversity
- \*Representatives of the worker groups should be brought into educational discourse
- \*Target specific groups in education and training
- \*New learning about each islands history, culture and traditional lifestyle in a school curriculum and support for teachers to teach these

*Responses to the Question*

*Any specific instances, of which you are aware, regarding lack of equity in educational opportunity in the FSM between : (c) males and females?*

- \*More males enter training programmes. Not as many females involved for various reasons. Also they are not as well qualified.
- \*In our work with agency supervisors, it is very rare to work with a woman in a management position.
- \*Limited access of women to management-level opportunities
- \*Most educators I've worked with are male
- \*Types of jobs are culturally pre-assigned by gender
- \*Men get upper/advanced opportunities while women learn secretarial skills.
- \*Sometimes culture prohibit equal education opportunities for both male and female
- \*Sometimes the traditional culture prohibits women to study away from home or abroad.

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*Responses to the Question*

*Any suggestions for the design of an aid program to address any of the issue(s) you have identified above?*

- \*Requirement ought to be that representation must be 50-50 so that there is equal participation by both males and females.
- \*Understanding that both genders have their roles important to one another
- \*Make teaching attractive for women. Include more women in Teacher Ed Programs
- \*Continue women in Education Leadership initiative.
- \*Short, medium and long term opportunities specifically for women - they have been neglected.
- Male respondents comment.
- \*New learning about women's rights and their potential in the school curriculum.

*Responses to the Question*

*Any specific instances, of which you are aware, regarding lack of equity in educational opportunity in the FSM between : (d) different age groups?*

- \*The under 15 age group is totally ignored. Tidbits are tossed to the 16-30 age group. Over 30 gets the best opportunities.
- \*High attrition rates from school at all levels of schooling. Many school aged children not attending school.
- \*High school education opportunities not available to all students
- \*"Push out" of 8th graders from schooling based on entrance tests in English while instruction takes place in first language.
- \*There is a good representation of younger and older workers amongst people I work with.
- \*Age groups, elderly determine wisdom and are respected accordingly.

*Responses to the Question*

*Any suggestions for the design of an aid program to address any of the issue(s) you have identified above?*

- \*Establish high schools for all students
- \*Understanding the life-cycle labor force, etc
- \*Serious piloting of small scale alternative (locations and programs) secondary schooling - project based entrepreneurial skills oriented with concurrent core skills development
- \*Massive youth sport programs for the under 15 age group, eg Baseball, Softball, Basketball, Volleyball Sports builds character, teamwork and rewards effort and hardwork. Transcends politics because of real skill required. Example : Johnny makes first team because Daddy is the Governor, but causes team to lose because he is a poor player.

## APPENDIX 5 : TERMS OF REFERENCE

### Background

JICA has recognised the importance of developmental assistance for education & development and adopted policies which will :

- increase the education and training component to 15% by the year 2000.
- give priority to aid for basic education.
- provide a balanced package of developmental assistance in the field of education and training as part of a country programming approach.

Priority areas (could) include science and maths education, education for women, education for the socially disadvantaged, non-formal education and post secondary education.

The JICA Australia office has identified the FSM as a country for which a sectoral study of education and training could be advantageous. The FSM is a current recipient of ODA from Japan.

### FSM Issues

In common with other small island nations in the Pacific, the country faces the general challenge of coping with increasing demand for education in a fiscal environment where public resources are limited. Specific issues include the following :

- the perceived low quality of schooling - it is widely believed that children are 2-6 years behind their international peer groups.
- the complexity of providing finance for education and little or no coordination among providers of funds, coupled with fragmentation of responsibility for delivery of education.
- the conflict between central control and devolution of authority at all levels.
- the shortage of skilled and qualified people to satisfy demand for teachers and other professionals.
- the problems of remoteness for outer islands which lack adequate transport and communication systems.

It is expected that the sector studies will draw extensively on published material available from the recipient Government and donor agencies. A limited amount of field work will be undertaken in-country to test ideas and update projections.



## Objectives

In order to provide relevant and useful information for policy and planning information, the sector study should :

1. review published material relating to the education sector in FSM
2. identify the major issues for further investigation in-country.
3. prepare a program of field work related to a 4 day visit to Pohnpei, a 2 day visit to Kosrae and a 3 day visit to Chuuk
4. make contact with relevant recipient government and donor agencies and confirm a schedule of meetings and visits.
5. visit the FSM and collect available data on existing activities and areas of need in the course of discussions with government agencies.
6. contact other donor agencies and discuss their current and prospective activity in the education and training sector in general and in specific sub-sectors.
7. review the particular needs of primary, secondary, post secondary , vocational and technical education and assess what is being done to address those needs.
8. review the present distribution of educational opportunity between main and outer island populations, ethnic, gender and age groups.
9. make a preliminary identification of short and medium term projects which would be consistent with the fundamental policies and priority areas of JICA and the assessed relative needs of the FSM National or State Governments.
10. consider the scope for integrated donor support of the education sectors in FSM and the future role of JICA in consultation with the JICA Australia office.
11. document the results of the sector studies and indicate priority areas for further consideration by JICA , given the recent experience of other donors in the sector.

## Timing

The work is to be completed in the period January - March, 1997. It is expected that the consultants will maintain regular contact with the JICA Australia office and keep that office fully informed of progress.

## Reports

The draft final reports will be prepared in English by March 31, 1997. The consultants will provide master copies of the final report for publication by the JICA Australia Office who will meet the costs of publication (including printing, covers and artwork) and distribution.

## APPENDIX 5 : READING LIST

1. Feb, 1997 *FSM Language Poltcy - draft*  
FSM Department of Education
2. Jan. 1997 *Community Perspectives and Visions*  
Clive Maurice and Dotty Kelly for the Kosrae Department  
of Education
3. June, 1996 *Proceedings of the First Pohnpel State Economic  
Summit.*
4. April, 1996 *Federal Programs and Foreign Grants*  
National Government data follo
5. March, 1996 *The Who, When, Where and How of Educational  
Improvement. Conference decision agreements  
and recommendations.*
6. 1992 -1996 *Federated States of Micronesia. Second National  
Development Plan.*
7. Dec 1995 *Working Paper for Kosrae Economic Summit*  
Dept of Education Kosrae State Government.
8. Dec. 1995 *Technical Assistance to the Federated States of  
Micronesia for the Education & Skills Project*  
Asian Development Bank (restricted document)
9. Nov 1995 *FSM Economic Summit.The Education Sector  
Working Paper : "Education, Underpinnng  
Economic Growth."* Dept of Education FSM  
National Government.
10. August 1995 *Human Resource Development in Micronesia :  
(1) A prelliminary Framework for Reform in  
Education and Training - Phase 2.* Prepared for  
Asian Development Bank on behalf of Government  
of FSM.
11. May, 1995 *Human Resource Development in Micronesia :  
(2) An Assessment of the context and conditons  
of Educaton and Trainng.* Prepared for Asian  
Development Bank on behalf of Government of  
FSM.
12. July 1995 *The Future of Special Education Programs.*  
Information Packet. FSM
13. Mar 1995 *Human Resource Development. Small Pacific  
Island Countries.* Asian Dev. Bank.

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14. Feb 1995 *Federated States of Micronesia Human Rights Practices 1994* US Dept of State. .
15. 1994 *Women's rights Islands Business* Pacific Journal. Giff Johnson.
16. Sept. 1993 *Pacific Island Economies : Toward Efficient and Sustainable Growth Vol 9 : FSM Country Economic Memorandum* World Bank (restricted document)
17. May- Sept 1993 *Information File - Republic Of Palau, Federated States of Micronesia and Republic of Marshall Islands.* USAID South Pacific Regional Strategy Update. Compiled by Dr Jill F. Kealey McRae.
18. Recent Folio of data tables provided by Secretary of Education, National Department of Education, FSM



