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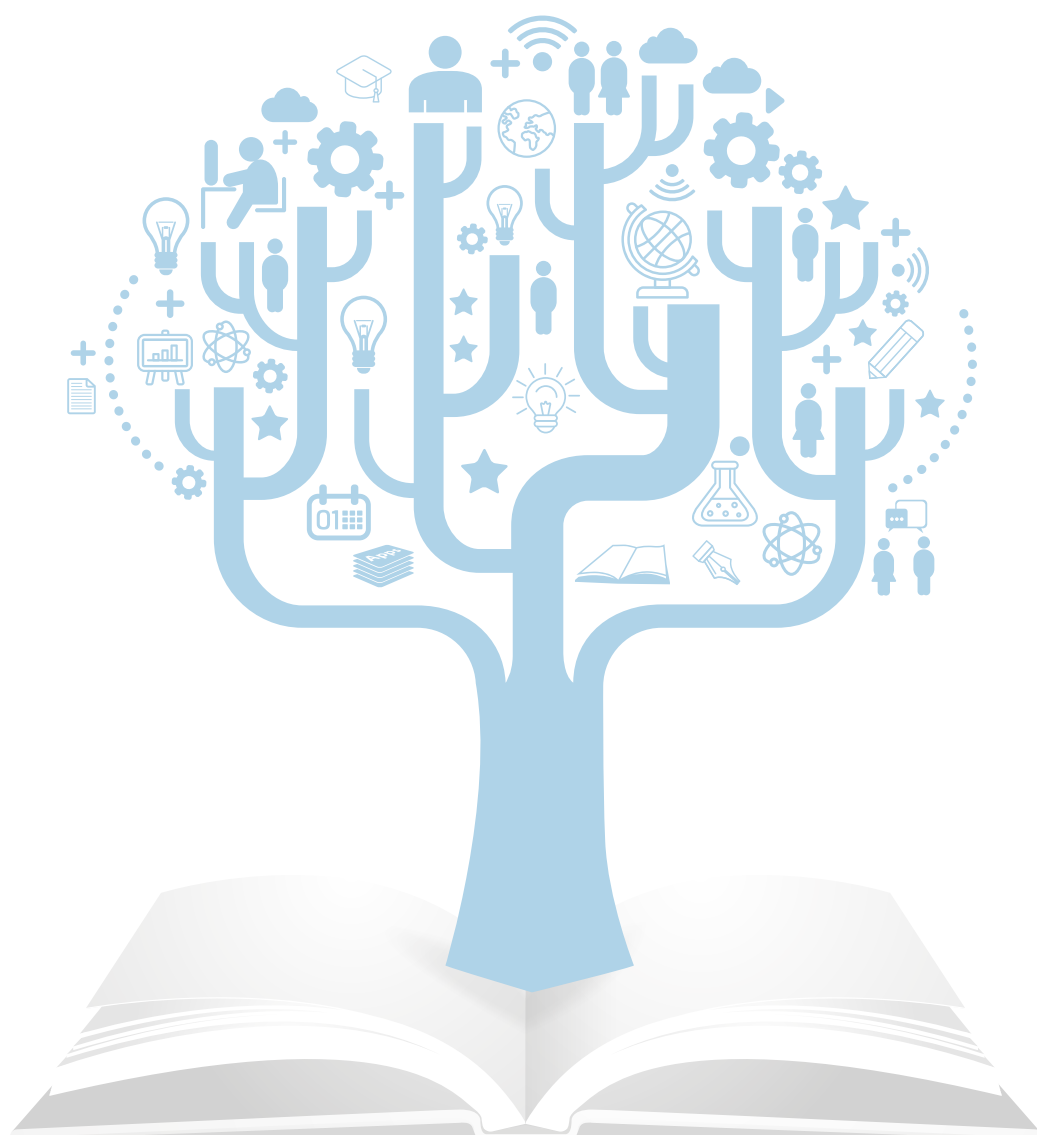
Apia Office  
Office for the Pacific States

# Pacific Education for All 2015 Review



- Cook Islands • Federated States of Micronesia • Fiji • Kiribati
- Marshall Islands • Nauru • Niue • Palau • Papua New Guinea • Samoa
- Solomon Islands • Tokelau • Tonga • Tuvalu • Vanuatu

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# Acronyms

ANER	Adjusted net enrolment rate
APTC	Australia-Pacific Technical College
CTC	Community training centre
ECCE	Early childhood care and education
EFA	Education for All
EMIS	Education management information system
EQAP	Educational Quality and Assessment Programme
ESD	Education for Sustainable Development
FBEAP	Forum Basic Education Action Plan
FEdMM	Forum Education Ministers' Meeting
FSM	Federated States of Micronesia
GDP	Gross domestic product
GER	Gross enrolment ratio
GPI	Gender parity index
ICT	Information and communication technology
MoE	Ministry of Education
MDGs	Millennium Development Goals
NCDs	Non-communicable diseases
NER	Net enrolment rate
NFE	Non-formal education
NGO	Non-governmental organization
PaBER	Pacific Benchmarking for Education Results
PATVET	Pacific Association of Technical and Vocational Education and Training
PEDF	Pacific Education Development Framework
PHES	Pacific Heads of Education Systems
PICTs	Pacific Island Countries and Territories
PIFS	Pacific Islands Forum Secretariat
PILNA	Pacific Islands Literacy and Numeracy Assessment
PNG	Papua New Guinea
PREL	Pacific Resources for Education and Learning
PRIDE	Pacific Regional Initiative for the Development of Basic Education
RMI	Republic of Marshall Islands
RTC	Rural training centre





<b>SDGs</b>	<b>Sustainable Development Goals</b>
<b>SIDS</b>	<b>Small Island Developing States</b>
<b>SPBEA</b>	<b>Secretariat of the Pacific Board for Educational Assessment</b>
<b>SPC</b>	<b>Secretariat of the Pacific Community</b>
<b>STIs</b>	<b>Sexually transmitted infections</b>
<b>TVET</b>	<b>Technical and vocational education and training</b>
<b>UIS</b>	<b>UNESCO Institute for Statistics</b>
<b>UNAIDS</b>	<b>Joint United Nations Programme on HIV and AIDS</b>
<b>UNDP</b>	<b>United Nations Development Programme</b>
<b>UNESCAP</b>	<b>United Nations Economic and Social Commission for Asia and the Pacific</b>
<b>UNESCO</b>	<b>United Nations Educational, Scientific and Cultural Organization</b>
<b>UNFPA</b>	<b>United Nations Population Fund</b>
<b>UNICEF</b>	<b>United Nations Children’s Fund</b>
<b>USP</b>	<b>University of the South Pacific</b>



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# Preface

At the World Education Forum held in Dakar, Senegal, in April 2000, countries across the world made a commitment to Education for All (EFA) and identified six goals to be achieved by 2015. In July 2013, with the 2015 deadline for achieving the EFA goals in view, UNESCO invited Member States to undertake a systematic review of their progress towards achieving the goals. In the Pacific, all of the 15 UNESCO Member States and Associate Members (Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tokelau, Tuvalu and Vanuatu) took part in this global EFA 2015 review process. These reviews not only charted national progress towards the six EFA goals but also served as a basis for the preparation of national EFA review reports.

The national EFA reports produced under this review process provided an assessment of progress towards the six EFA goals. They also described the national strategies that were used to achieve the six EFA goals and examined the enabling and constraining factors, to explain the particular challenges that these countries face as they seek to deliver quality education for all. In addition, the reports described the implications these challenges have for the post-2015 education agenda at the country level and made recommendations for the future development of education in their countries.

Over the past 15 years, Pacific countries have worked closely with regional organizations and other development partners under regional initiatives to address shared education challenges in the region. In this context, in addition to launching the EFA 2015 review process at the national level, it was important to also measure progress made against the EFA goals at the Pacific regional level. A Pacific EFA 2015 review was launched to provide a means to describe the challenges and opportunities that countries in the Pacific face in the pursuit of education progress, and to identify common themes and any successful approaches that could be applied more broadly.

The Australian Department of Foreign Affairs and Trade, the Pacific Islands Forum Secretariat, the Secretariat of the Pacific Community, the UNESCO Office for the Pacific States, the UNESCO Institute for Statistics and UNICEF Pacific agreed to collaborate to conduct a Pacific EFA 2015 review. This report is the outcome of that review. It describes the progress made in the Pacific towards each of the six EFA goals and provides an analysis of the region's socio-economic, demographic, political and technological contexts, including emerging development issues and aspirations. These contextual factors, combined with the region's diversity, present both challenges and opportunities for the post-2015 education agenda for the Pacific region. This report also catalogues the published education statistics of all 15 Pacific Island Countries and Territories, with a focus on the 11 countries that prepared national EFA review reports.

This report is intended to be a useful resource document for Pacific Islanders, development partners and other stakeholders, serving to (i) provide a snapshot of the state of education in the Pacific and give an example of the type of descriptive analysis that can help to inform evidence-based policy-making in the education sector, (ii) inform deliberations on the direction of the post-2015 education agenda at the national and regional levels, (iii) identify data gaps at the national and regional levels and inform priorities for the provision of support to improve education data collection and use in the Pacific, and (iv) identify national and regional needs, priorities and gaps, so as to aid in the alignment of regional programmes and to ensure development partners' activities in the education sector continue to be relevant and complementary.



# Executive Summary

The Pacific region<sup>1</sup> has a population of around 9.7 million, with 90 per cent of the inhabitants living in three countries: Fiji, Papua New Guinea (PNG) and the Solomon Islands. Six of the countries in the region (Cook Islands, Nauru, Niue, Palau, Tokelau and Tuvalu) have populations of less than 20,000 people. Population growth rates vary considerably between the countries, with a declining rate in the Cook Islands and high growth rates in Kiribati, PNG, the Solomon Islands and Vanuatu.

The structures of Pacific island economies are changing. While the agricultural (including fisheries) sector continues to be the main provider of employment in many of the Pacific Island Countries and Territories (PICTs), the shares of the agriculture and industrial sectors in gross domestic product (GDP) have declined and the share of the services sector has increased, mainly due to the growing tourism sector. Unemployment is high, especially among the youth. The PICTs face increasing concerns around issues such as gender equality and health. These island countries and territories also face a number of concerns relating to their fragile environments, and they are highly susceptible to natural disasters. Migration continues to impact significantly on socio-economic development in the PICTs, and these countries and territories have high levels of overseas dependence. These trends and challenges have significant implications for the education sector.

The Pacific Education for All 2015 review revealed that, in general, participation in pre-primary education under EFA goal 1 has increased in the Pacific since 2000, but this level of education tends to be less regulated and resourced than other levels. Countries in the Pacific have made strong progress since 2000 under EFA goal 2 (universal primary education), with the majority of primary-aged students enrolled in school. Progress is also evident for EFA goal 3 (life skills and continuous learning), with more students participating in secondary education and other forms of further education. Some progress has been made under EFA goal 4 (adult literacy), although this is predominantly due to more students passing through primary school than a result of targeted adult literacy and further education programmes. Progress under EFA goal 5 (gender parity and equality in education) is mixed across countries and levels of education, with evidence of inequalities that favour boys in some instances and girls in others. Evidence of progress under EFA goal 6 (quality of education) can be seen when examining changes to the inputs required for quality education but is less evident when examining whether these inputs have resulted in positive changes in student learning outcomes.

Despite an emphasis on quality improvement strategies in many PICTs, the quality of education remains a problem. A number of types of constraints have been identified as impacting on quality. These include: economic, geographical and political constraints; coordination constraints; capacity and accountability constraints on teachers and education managers; data constraints; social constraints, including issues of gender inequality; and constraints relating to language of instruction.

Several factors are thought to have contributed to progress towards the EFA goals. These include: commitment to EFA by governments and society in general as well as by the international

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<sup>1</sup> UNESCO incorporates the Pacific as a sub-region of the Asia-Pacific region. But this report will generally refer to the Pacific as a 'region' rather than a 'sub-region'.



community; partnerships at all levels, including those between PICTs and development partners; regional cooperation through high-level forums and regional institutions; increasing demand for a qualified workforce; integrated national education planning and budgeting; school-based improvement initiatives; curriculum reform; and national policies for early childhood education.

Key lessons that can be drawn from the Pacific EFA 2015 review include the need for realistic planning, commitment to EFA, a dedicated budget for education, investing in teachers, accountability, monitoring and using performance data, and the importance of maintaining and developing partnerships and recognizing the lifelong nature of education (education as lifelong learning).

This review makes ten recommendations for consideration by national governments and development partners, in relation to the future development of education in the Pacific:

1. Increase investment and improve quality standards in ECCE.
2. Accelerate universal participation in and completion of primary education.
3. Ensure predictable and sustainable financing of the education sector.
4. Improve the quality of education by investing in teachers, good quality learning materials, and safe, healthy and inclusive learning environments, and in curriculum-linked information and communication technology.
5. Strengthen opportunities for further education and improve the relevance of education and training.
6. Strengthen inclusive education.
7. Enhance accountability in governance and management.
8. Improve monitoring and data management capacity.
9. Increase the knowledge base through research and studies.
10. Strengthen partnerships.

These recommendations not only represent an outcome of the Pacific EFA 2015 review but also reflect the education-related outcomes of the global consultation process on the post-2015 development agenda and are in line with the 'five transformative shifts' advised by the United Nations High-Level Panel on the development agenda beyond 2015. The outcomes of the consultations and the findings of the panel fed into the development of the Sustainable Development Goals (SDGs), which were adopted at the United Nations Sustainable Development Summit 2015 (New York, September 2015).

The SDGs include a goal relating to education (SDG 4), which is: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. SDG 4 and its corresponding targets fully capture the vision for education towards 2030 that was stated in the Incheon Declaration, adopted at the World Education Forum (Incheon, Republic of Korea, May 2015). SDG 4 also reflects the priorities relating to education and training described in the SAMOA Pathway, the outcome document of the Third International Conference on Small Island Developing States (SIDS), held in Apia, Samoa, in September 2014. This document captures the broad range of challenges facing SIDS and emphasizes that full and equal access to quality education at all levels is an essential condition for achieving sustainable development. SDG 4 and the outcome of the World Education Forum 2015 (Incheon Declaration and Framework for Action) will have a significant impact on the future direction of education development as well as on technical and



financial assistance in the education sector, just as Millennium Development Goals (MDGs) 2 and 3 and the six EFA goals have had for the past 15 years.

The Pacific region's education development strategy, the Pacific Education Development Framework (PEDF), is expected to continue to serve as a regional framework for education and training, though it may evolve in response to the global and regional context. It is anticipated that PICTs and development partners will continue to work together under the PEDF, with improved coordination, cooperation and collaboration, to implement programmes, projects and initiatives in response to national and regional education challenges and priorities.



# 1

## Introduction

This Pacific Education for All (EFA) 2015 review covers 15 Pacific Island Countries and Territories (PICTs): the Cook Islands, Fiji, Kiribati, the Federated States of Micronesia (FSM), the Republic of the Marshall Islands (RMI), Nauru, Niue, Papua New Guinea (PNG), Palau, Samoa, the Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu.

This report was prepared by consolidating and analysing the findings of the national Education for All reports prepared by the PICTs, along with data from the UNESCO Institute for Statistics (UIS). All of the 15 PICTs took part in the EFA 2015 review process to varying degrees, with 11 PICTs producing national EFA reports.<sup>2</sup> UNESCO compiled statistics to quantify the progress made in the Pacific towards the six EFA goals and to provide a basis for analysis. To ensure comparability of data between countries, UNESCO used data from the UIS. Few statistics for the Pacific are available in the UIS database, however, due to low response rates among the PICTs to the annual UIS surveys. While data from the national EFA reports were also used to describe progress against some aspects of the EFA goals, these data are not generally comparable and can be used only to describe the situation within a country and not between countries.

This chapter provides a backdrop to the review by discussing the socio-economic development context and education development and related challenges in the Pacific.

### 1.1 The development context and emerging trends in the Pacific

As a region of SIDS, the Pacific islands not only celebrate rich and diverse backgrounds but we also share many commonalities and, among these, various development challenges. Some development challenges are unique to a country and the solutions therefore are best left to national efforts. However, some of the challenges are common to most countries and addressing and resolving these are better served through seeking regional solutions. This lies at the heart of the Pacific Plan (and the Framework for Pacific Regionalism) developed by our Pacific Leaders almost a decade ago, where they believed in our working together through closer cooperation and collaboration not only for our own good but also for the collective good of all countries.<sup>3</sup>

<sup>2</sup> The 11 countries were: Cook Islands, Fiji, Kiribati, Nauru, Niue, RMI, PNG, Samoa, the Solomon Islands, Tuvalu and Vanuatu. At the time of finalizing this report, final reports were available from eight PICTs (Cook Islands, Fiji, Kiribati, RMI, PNG, Samoa, Tuvalu and Vanuatu), while a final draft report had been submitted from Nauru, and draft reports had been submitted from Niue and the Solomon Islands.

<sup>3</sup> Statement of the Deputy Secretary General of the Pacific Islands Forum Secretariat, Ms. Cristelle Pratt, on the occasion of the opening of the Tenth Forum Education Ministers' Meeting, 31 March 2014, Rarotonga, Cook Islands.



## ***Challenges facing the PICTs***

The Pacific region has three sub-regions, with the 15 PICTs grouped as follows: Melanesia (Fiji, PNG, Solomon Islands and Vanuatu), Micronesia (FSM, Kiribati, RMI, Nauru and Palau) and Polynesia (Cook Islands, Niue, Samoa, Tokelau, Tonga and Tuvalu). All of the PICTs, except Tokelau,<sup>4</sup> are listed as Small Island Developing States (SIDS) by the United Nations Department of Economic and Social Affairs. SIDS have been described as having ‘similar development challenges, including small but growing populations, limited resources, remoteness, susceptibility to natural disasters, vulnerability to external shocks, excessive dependence on international trade and fragile environments’ (UN DESA, 2014; Mejía et al., 2012, p. 41). SIDS were first recognized as a distinct group of developing countries at the United Nations Conference on Environment and Development in Rio de Janeiro, 1992. Agenda 21, the outcome document of that conference, stated that SIDS ‘are a special case both for environment and development. They are ecologically fragile and vulnerable. Their small size, limited resources, geographic dispersion and isolation from markets, place them at a disadvantage economically and prevent economies of scale’ (United Nations, 1992, Article 17.123).

To assist the SIDS in their efforts towards sustainable development, in 1994 the United Nations Global Conference on the Sustainable Development of SIDS adopted the Barbados Programme of Action. Nevertheless, ‘SIDS remain vulnerable to the vicissitudes of global markets, impeded in their pursuit of sustainable development by small size, remoteness, and exposure to a broader range of climate change impacts. These adverse impacts have compounded the existing constraints on SIDS and have placed additional burdens on their narrow resource base.’<sup>5</sup> More specifically, the challenges faced by SIDS have increased the vulnerability of their economies, and therefore hindered their development.

## ***Progress towards the Millennium Development Goals***

The performance of the PICTs in terms of the Millennium Development Goals (MDGs) has been uneven. According to the Pacific Regional MDGs Tracking Report (PIFS, 2014a), only the Cook Islands and Niue are on track to achieve all of the eight MDGs, while Fiji, Palau and Tonga are on track to achieve at least four. Samoa and Tuvalu are on track to achieve three of the MDGs, while Nauru, RMI and Vanuatu are on track to achieve two. FSM is likely to achieve one of the MDGs, while Kiribati, Solomon Islands and PNG are not on track to achieve any. The MDGs that the PICTs have had the best performance in are: MDG 2 (achieve universal primary education), MDG 4 (reduce child mortality), MDG 5 (improve maternal health) and MDG 7 (ensure environmental sustainability).

## ***Economies and employment***

The structures of Pacific island economies have undergone some changes over the past two decades, with the agricultural and industrial sectors’ shares of GDP declining and the share of the services sector increasing. In Fiji, for instance, the share of the agricultural sector declined from 18.8 per cent of GDP in 1995 to 12.1 per cent in 2011, while in Samoa it fell from 18.4 per cent of GDP in 1995 to 9.8 per cent of GDP in 2012. The contribution of the services sector to GDP has risen mainly on the back of the large and growing tourism industry in the Pacific region. The share of the services sector was more than 50 per cent in most of the Pacific island economies in 2011. Despite the decline in agriculture’s share in GDP, the agricultural (including fisheries) sector continues to be the main provider of employment in many of these economies (UNESCAP, 2014).

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4 Tokelau shares many of the same characteristics of other PICTs, but it is not officially a ‘SIDS’.

5 Statement of the Under-Secretary-General for Economic and Social Affairs, Mr. Wu Hongbo, on the occasion of the Opening of the Third International Conference on Small Island Developing States, 1 September 2014, Apia, Samoa.





According to UNESCAP, 'Economic growth rates have been slow in Pacific island economies, leading to joblessness, especially among the youth. High levels of unemployment and underemployment are significant problems across the Pacific' (2014, p. 55). In Kiribati, for example, about 2,000 people enter the labour market each year, while the formal economy generates fewer than 500 jobs per year. In Vanuatu the mismatch is also sizeable, with 3,500 new entrants for fewer than 700 formal-sector jobs a year. Thus, in these countries only a fraction of the job seekers find paid employment. Youth and females are particularly disadvantaged. Fewer than 35 per cent of women aged 20-29 years in the RMI, Samoa and Solomon Islands are officially employed. The global economic downturn that began in 2008 has made the situation worse. For example, in 2009 53 per cent of Samoan employers had frozen or reduced employment (UNESCAP, 2014).

### ***Demographic changes and migration***

The Pacific is home to 9.7 million people (SPC, 2013). The countries and territories of the region vary greatly in terms of their populations. Three countries, Fiji, PNG and the Solomon Islands, account for approximately 90 per cent of the total population of all 15 PICTs, while six of the PICTs have populations of less than 20,000. Population growth rates also vary. In the Cook Islands, for example, the population has been declining for many years. In contrast, Kiribati, PNG, the Solomon Islands and Vanuatu have population growth rates of over 2 per cent per annum. In countries that have a history of out-migration, population growth rates are low. These include Fiji, Samoa, Tonga, Tuvalu and the PICTs of the north Pacific (UNDP, 2014).

Migration has been a recurring feature in the history of the Pacific Islands, affecting the growth rates and distributions of Pacific populations. The modern-day dimensions of migration include urbanization (internal migration from the outer islands or from rural areas to the urban centres) and migration overseas for temporary work or permanently. The internal migration occurring in most PICTs has resulted in urban population growth being much higher than that of the rural population. International migration keeps overall population growth in the Pacific relatively low. In fact, many of the smaller PICTs are concerned about the steady outflow of people to places such as Australia, New Zealand and the United States. It is estimated that about 16,000 Pacific Islanders leave their home countries every year. Migrants are typically of working age and tend to be relatively highly skilled. While remittances from these migrants support family members at home in the islands, migration by youth threatens traditional social support mechanisms and affects local production (UNDP, 2014).

### ***Vulnerability to natural disasters***

PICTs 'rank among the most vulnerable in the world to natural disasters' (World Bank, 2006a) as they are strung out across a warm tropical ocean and along major tectonic plate lines. In any given year, PICTs face the possibility of cyclones, tsunamis, earthquakes, volcanic eruptions, flooding, landslides and droughts. Climate-related disasters, particularly high-intensity cyclones, pose an increasing threat across the Pacific. Natural disasters have a particularly acute impact on small states. In Samoa, for example, a cyclone in 1991 caused damage to homes, crops and livelihoods to the equivalent of 230 per cent of the country's gross domestic product (GDP). Samoa, along with its neighbours American Samoa and Tonga, experienced a devastating tsunami in 2009, which killed nearly 200 people and caused more than 40 million United States dollars (US\$) in property and infrastructure damage. Disaster struck again in 2012 with Cyclone Evan, which hit Samoa, Fiji and Wallis and Futuna (UNDP, 2014). In March 2015, category 5 Cyclone Pam struck Vanuatu and Super Typhoon Maysak hit FSM, with both countries experiencing serious and costly damage.



### ***Non-communicable diseases and sexually transmitted infections***

The majority of non-communicable diseases (NCDs) are caused by four major factors: poor diet, physical inactivity, tobacco use and harmful alcohol use. In general, these factors are strongly associated with universal trends such as rapid unplanned urbanization and the globalization of unhealthy lifestyles. As PICTs have become more urbanized, lifestyles more sedentary and diets more 'westernized', NCDs have become the major cause of premature death. In at least 10 of the PICTs, more than 50 per cent (and up to 90 per cent in some instances) of the population are overweight. NCDs relating to tobacco smoking are strongly associated with poverty in the Pacific, with an inverse relationship between NCD prevalence and income level observed, particularly in the past two decades (UNDP, 2014).

Most PICTs have very low rates of cases of HIV and AIDS, with the exception of PNG. However, the high incidence in PICTs of sexually transmitted infections (STIs), low condom use, low comprehensive correct knowledge about HIV and AIDS and the high mobility of residents indicate that the spread of HIV and AIDS remains a serious risk in these countries. The low rates of condom and other contraceptive use in the PICTs, with an average of 26 per cent, also points to an ongoing increase in STIs, unwanted pregnancies, and STI-related complications during pregnancy and childbirth (PIFS, 2014a; SPC, 2014a).

### ***Gender equality and gender-based violence***

Progress towards gender equality and the empowerment of women has been slow in the Pacific, with only three countries on track to achieve this MDG: Cook Islands, Niue and Palau. The majority of PICTs have achieved gender parity in education (see Section 2.5), although there are emerging concerns over the attendance and performance of boys, particularly in secondary school (PIFS, 2014a). Progress towards gender parity in education does not directly translate into an equal participation in the labour market of men and women, however. In most PICTs, there are twice as many men than women in paid employment in the non-agricultural sector (PIFS, 2011). Violence against women, traditional views of women's roles, labour market discrimination and gender stereotypes are some of the key contributing factors that hinder progress on this MDG (PIFS, 2014a).

Violence against women is common throughout the Pacific, but many cases of such violence go unreported and such violence is often denied by religious and political leaders and by communities. Intimate partner violence is the most common form of violence in women's lives. High levels of sexual violence committed against women, alongside migration and extreme poverty, contribute to PNG's generalized and feminized HIV epidemic (5 per cent infection). There are also strong links between alcohol abuse, violence and risky sexual behaviour in the Pacific (UNDP, 2014).

Emerging trends and development challenges in the Pacific are discussed further in Annex 1.

## **1.2 Education development context and challenges in the Pacific**

### ***Education development context***

Recognizing the importance of the development of human resources in supporting sustainable development, economic ministers agreed at a Forum Economic Ministers' Meeting in 1999 that high priority should be given to education in national development planning and budgeting, and



increased emphasis should be given to basic education. Following a recommendation from this meeting, the Pacific Forum Leaders called for a meeting of Forum Education Ministers.

In May 2001, a Forum Education Ministers' Meeting (FEEdMM) was convened to consider issues related to human resource development in the Pacific. The participants of this meeting, the first of its kind, adopted the Forum Basic Education Action Plan (FBEAP), a document setting out the vision, goals and strategies for the future of basic education in the Pacific. In adopting this vision, the education ministers reaffirmed their commitment to the Dakar Framework for Action and the six EFA goals. The education ministers also recommended meeting on a regular basis to review the implementation of the FBEAP.

Following this first meeting, the Pacific Islands Forum Secretariat (PIFS) initiated the Pacific Regional Initiative for the Development of Basic Education (PRIDE), with support from the European Union and New Zealand. The PRIDE project, launched in 2004 and completed in 2010, became the major mechanism within the region for the implementation of the FBEAP. The main aim of the PRIDE project was to assist each country, through providing technical support, funding and capacity building, to develop comprehensive strategic plans for the education and training sector.

The FEEdMM has become the mechanism used to discuss education policy issues at the regional and national levels. Education ministers at the sixth FEEdMM (2007) decided that the FBEAP needed a comprehensive review. The FBEAP was reviewed in 2008 by a team of independent consultants and the revised document was launched as the Pacific Education Development Framework (PEDF) at the seventh FEEdMM in 2009.

The review of the FBEAP also involved an analysis of the value of the FEEdMM process. It concluded that FEEdMM was worthwhile and should be continued. The aspects of the process most valued by ministers and country officials were the opportunity to be a part of a regional benchmarking process and the opportunity provided through the FEEdMM to broaden knowledge of regional and global education issues and developments. The review determined that a well-structured FEEdMM process can contribute significantly to capacity building and strengthening of education leadership within the region. The dialogue among ministers and with development partners and exposure to issues in a regional and international context afforded through the FEEdMM can also play a key role in increasing knowledge and improving strategies at the country level. In addition, the review recommended that the FEEdMM should continue to meet every 12 to 18 months. The education ministers endorsed the recommendations of the FBEAP review and the PEDF at the seventh FEEdMM in 2009. Three further FEEdMM were held in 2010, 2012 and 2014. The next FEEdMM is scheduled to be held in 2016.

### ***Education challenges***

Despite the cultural and linguistic diversity of the Pacific, the countries and territories of the region share several challenges with regard to education. According to the national EFA reports, these challenges are as follows:

- Access to, and retention in, education (pre-primary education, secondary education and TVET, remaining 5 to 10 per cent of out-of-school primary school aged children)
- Equity in access to education (children in outer islands and remote areas, children in families with low income, children with disabilities, gender gaps in secondary education)
- Efficiency (children starting school late, high repetition and drop-out rates, low survival rate)



- Quality (low levels of student achievement in literacy and numeracy, untrained teachers, low relevance of curricula, lack of linkages between education and the labour market)
- Education management and data collection (lack of data, low quality data, shortage of skilled staff)
- Funding (high reliance on external funding from development partners)
- Coordination (lack of coordination among education providers in sub-sectors of pre-primary education, TVET and non-formal education)

While there has been overall improvement in access to basic education at the primary and lower-secondary levels and in addressing gender inequalities across the region, many countries nevertheless have not yet achieved universal primary education and have not achieved full access to pre-primary education, secondary education and TVET. Factors that affect equitable participation in education include physical features (e.g. remote and rural areas, outer islands and lack of school buildings and facilities), the social context and existing cultural norms (e.g. those related to gender, language and disability) and the socio-economic status of learners and their families.

The quality of education is another issue in many countries and territories in the region. Results from national examinations as well as from the Pacific Islands Literacy and Numeracy Assessment indicate that many PICTs may not be equipping students with the necessary foundational skills for leading prosperous and fulfilling lives. Challenges persist in regard to the quality of teachers and there is frequently a lack of connection between school curricula and what is actually needed to prepare students for future employment and other forms of livelihood, or for lifelong learning and how to be a successful member of society.

Many education systems in the Pacific have focused their efforts on the provision of basic education, especially primary education and, as a consequence, there are now large numbers of children completing primary education, leading to a rising demand for post-primary education. Post-primary education opportunities are not always available, however. Given that an increase in educational attainment is linked to increased lifetime earnings, not to mention healthier and longer lives, governments will need to rethink funding priorities to ensure budgets are allocated to pre- and post-primary education, as well as to primary education.

In the course of the EFA 2015 review, many countries expressed having difficulties in assessing progress towards the EFA goals due to the unavailability, unreliability and inconsistency of data. This is a result of poor record-keeping at schools, a weak data-collection process by the ministries of education and schools, and low levels of accountability combined with a lack of capacity and resources.

## 1.3 Education policies, plans, strategies and interventions

### ***The Pacific Education Development Framework***

The PEDF is a regional framework and the priorities specified are directly related to national priorities across the region. The PEDF sets out a vision, mission and strategic goals for education and training in the Pacific, recognizing the urgent need to provide quality education for all and ensure equity in access and provision. The PEDF aims to guide further developments in Pacific



education, both nationally and regionally and meet the global commitments agreed to by Pacific countries, including the EFA goals and the MDGs.

The PEDF addresses two broad agendas, firstly the EFA, or basic education, agenda, which covers the foundation of education and, secondly, the training, employment and economic agenda. The PEDF identifies key priorities in each of the six sub-sectors of education and training (early childhood care and education, formal school education, technical and vocational education and training (TVET), non-formal education, teacher development, and system governance and administration) and for each of the eight cross-cutting themes: language and culture; students with special education needs and inclusive education; gender and equity; information and communication technology (ICT); Education for Sustainable Development (ESD); HIV and AIDS; youth; and poverty.

In 2013, the PIFS developed, in collaboration with PICTs and development partners, the PEDF Monitoring and Evaluation Framework, including a set of indicators to be used in monitoring the progress of the implementation of the PEDF. These indicators overlap significantly with those of the EFA goals, as outlined in Annex 2.

### ***Key areas of emphasis***

Influenced by the EFA goals, the MDGs and the PEDF, and in light of the challenges they face, over the past 15 years the PICTs have increased efforts in several key aspects of education.

According to the national EFA reports, increased emphasis is being placed on the following areas:

- Investing more in sub-sectors of ongoing concern (ECCE, secondary education and TVET).
- Further improving access to education and retention, and ensuring gender equality at all levels.
- Improving the enabling environment for learning (classrooms and other facilities, teaching and learning materials and human resources).
- Improving the quality of teachers through pre- and in-service training.
- Improving education services for children with special needs.
- Improving monitoring capacities (data collection, analysis and reporting).
- Improving access to ICT and use of ICT.
- Increasing the relevance of education and linkages between education and the labour market.
- Increasing the use of traditional values, knowledge, skills and practices to strengthen individual, cultural and national identity (life skills, education for sustainable development, global citizenship).
- Increasing and improving targeted financing (government finance as well as official development assistance) and improving financing modalities (use of the government system).

All PICTs have placed a strong emphasis on EFA goal 2, universal primary education. Accordingly, most have introduced fee-free and compulsory primary education for all eligible students. Many of the PICTs have achieved positive results and have gradually turned their attention to reaching the remaining 5 to 10 per cent of out-of-school children and improving the retention of children at primary level, and improving participation rates in ECCE, secondary education and TVET. Initiatives



targeting younger children, children in outer islands and remote/rural areas and children with special needs have been undertaken in some PICTs.

Many PICTs have initiated policies and programmes to improve the quality of their education systems. Provision of in-service teacher training, introduction of new curricula and minimum quality standards, development of professional standards for teachers and principals, and improving classrooms and school facilities are some examples of what PICTs have implemented to improve the quality of teaching and learning as the key to raising overall student achievement.

Concerned by a lack of connection between what is taught in schools and what students need, many PICTs have begun introducing policy and curriculum reforms. These reforms aim to ensure that all learners acquire relevant skills for employment, for other forms of livelihood and for lifelong learning, and have the required competencies to improve their quality of life, as well as the knowledge, skills, values and attitudes to empower them to contribute to sustainable development in the Pacific.

A further key focus in the region is developing capacity in education monitoring through improving the capacity of staff in the EMIS teams in education ministries in the collection, analysis and interpretation of accurate and useful data and information to support better education planning and decision-making.

### ***Regional education initiatives***

Regional education initiatives that PICTs and development partners have jointly implemented with the aim of achieving the goals of the PEDF and the EFA goals include: the Pacific Islands Literacy and Numeracy Assessment (PILNA), the Pacific Benchmarking for Education Results (PaBER) project, the regional education management information system (EMIS) facility, the Pacific Regional Council for Early Childhood Care and Education (PRC4ECCE), the Regional Framework for ICT in Education and the Regional Framework for TVET Development in Pacific Island Countries. Annex 3 presents details of these regional education initiatives.

## **1.4 The relevance of EFA**

As noted in Section 1.2, the FEdMM was convened in 2001 to discuss issues of human resource development, and the education ministers subsequently adopted the FBEAP and reaffirmed their commitment to the Dakar Framework for Action and the six EFA goals. To comply with these commitments, United Nations Member States were required to develop national EFA plans based on the EFA goals. In the Pacific, 14 of the 15 PICTs<sup>6</sup> had produced EFA action plans by 2002. Once these plans were developed, the PICTs were encouraged to integrate these with their national education sector plans. The PRIDE project, referred to in Section 1.2, assisted most of the PICTs in developing and implementing education strategic plans, which incorporated their EFA action plans. According to the review of the FBEAP (January 2009), the sub-projects being implemented at the national level under the PRIDE project were generally well aligned with the priorities of FBEAP and the EFA goals. Approximately 10 per cent of sub-projects had addressed EFA goal 1 (expanding early childhood care and education), 22 per cent had focused on EFA goal 3 (promoting life skills and continuous learning) and 68 per cent had addressed EFA goal 6 (improving the quality of education).

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6 Only Tokelau did not produce an EFA action plan.



The PEDF, the successor of the FBEAP, endorsed at the FEdMM in 2009, also addresses the EFA goals and agenda. According to the national EFA 2015 review reports, all the Pacific governments have emphasized the importance of meeting the EFA goals in their national strategic action plans. While they may not all accord the EFA goals the same levels of priority, their plans reflect their particular needs and national goals.

Thus, EFA remains relevant to education systems in PICTs as they continue to face the challenges of providing basic education to hard-to-reach or disadvantaged groups, expanding post-basic education to provide employable skills to meet labour market demands, providing second-chance learning opportunities to out-of-school children and youth, ensuring that education at all levels yield better learning outcomes, and recalibrating their education systems towards more holistic education that is interesting, challenging and attractive to learners.



# 2

## Tracking progress towards achieving the EFA goals

This chapter provides a description and analysis of the progress made in the Pacific since 2000 towards each of the six EFA goals (as listed in Table 2.1). The analysis is presented goal by goal and, where possible, statistics have been given to quantify the progress made.

**Table 2.1: The six EFA goals**

Goal 1	Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
Goal 2	Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to, and complete, free and compulsory primary education of good quality.
Goal 3	Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes.
Goal 4	Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.
Goal 5	Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.
Goal 6	Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

To ensure the comparability of data between countries, data from the UNESCO Institute for Statistics were used. The UIS requests all Member States to submit data annually to ensure that the international database of education statistics is up-to-date and as complete as possible. However, the UIS database for the Pacific has few statistics available due to historically low response rates from countries in the region.

Where relevant, data from the national EFA reports have also been used to describe progress against some aspects of the goals. However, these data are not generally comparable and can be used only to describe the situation within a country and not between countries. Box 2.1 below and Annex 2 discuss some of the major weaknesses in the systems managing the collection and use of education data in countries in the Pacific and how these contribute to the absence of an information base for evidence-based policy-making and planning and a lack of visibility of the region in international publications.

It should be noted that the analysis in this chapter sometimes uses the Pacific average. Most UNESCO publications, including the annual EFA Global Monitoring Report, use the Pacific average, based on the figures of 17 countries and territories, including Australia and New Zealand. In this report, however, the Pacific average is based on the 15 PICTs (excluding Australia and New Zealand), unless otherwise specified. Some figures in this chapter (2.1.1, 2.2.1, 2.3.1, 2.5.1, 2.5.2 and 2.5.3) show the Pacific averages with and without Australia and New Zealand.





## **Box 2.1: Education statistics in the Pacific**

The lack of reliable education statistics in the UIS database from countries in the Pacific is a symptom of fundamental weaknesses in the process of education data collection in many countries in the region (see Annex 2 for more details).

While each country has a unique education management information system (EMIS), they all have certain issues in common. These issues are a consequence of the inadequate resources (human, technical and financial) provided to the EMIS in many countries in the region. If these issues were addressed, the coverage and quality of education data collected in the region would improve enormously and the likelihood of comparable and reliable data being available for comparative analyses, such as this EFA review, would increase. Some of the shared issues are listed below.

### ***Poor management of school records***

Records of student enrolments, progression and assessment, teachers and school infrastructure are the main source of data for each national EMIS, and should be kept by all schools. If schools keep poor records, education data will be of low quality. Some of the commonly-cited reasons for the low quality of school records include:

- There is little or no consequence for not keeping records, so busy teachers and principals have little incentive to make the required effort.
- Teachers and principals have not been provided with adequate resources or the training needed to keep good records.
- There is a lack of appreciation for how records can be used for better school management.
- There is incentive to deliberately report incorrect figures (such as when school grants are tied to number of students enrolled).

### ***Weak data collection processes***

The EMIS team responsible for education statistics in each country, usually located in the education ministry, is required to collect records from schools on a regular basis (usually annually), most often through a school survey. In countries in the Pacific, it is rare for all schools to return their surveys, and the surveys often take several or more months to return. Sometimes the surveys are not returned or are returned late because schools have not filled them out, but survey returns are also often delayed due to the physical isolation of many schools in the region, especially those on outer islands and in other remote locations. The non-response (or incomplete response) and late returns of surveys from some schools contribute to incomplete sets of education data, which are often released long after their intended date. Improvements in access to ICT, including internet connectivity, could improve this process. Aligning survey returns with the timing of scheduled education ministry visits to schools (such as for school grant distributions, teacher training or infrastructure assessments) might also help.

### ***Poor quality EMIS software and hardware***

The hardware used to host the database of an EMIS differ between the countries in the Pacific, and software applications often differ too. Technical issues are common and users lack access to technical support, which is commonly delivered by only a select few consultants working in the region at a high cost. The applications vary in their capacity to measure standard indicators, produce standard reports on data quality (such as on the schools for which data are missing or inconsistent), automatically fill-out standard requests for data (such as from UIS), and to produce standard outputs (such as those used in statistical digests).

### ***Lack of capacity and ownership in the EMIS teams***

PICTs usually only have a few staff who are responsible for the collection, processing and use of education data. These staff are rarely trained statisticians (with most having formal qualifications in education) and receive varying levels of in-service training. Furthermore, most countries have too few staff to meet the demands of the various users of education statistics. Education ministries often seek technical support from consultants, who do not always transfer knowledge to national staff, resulting in a lack of ownership of EMIS by national staff.



### **Low priority given to EMIS by education ministries**

Reliable education statistics are required for effective education policy-making and planning, and efficient use of education resources, yet in some countries the EMIS remains a low priority. This could be due to a lack of commitment at the higher levels of government to improve information systems and use data for decision-making.

### **Lack of coordinated and sustained support from development partners**

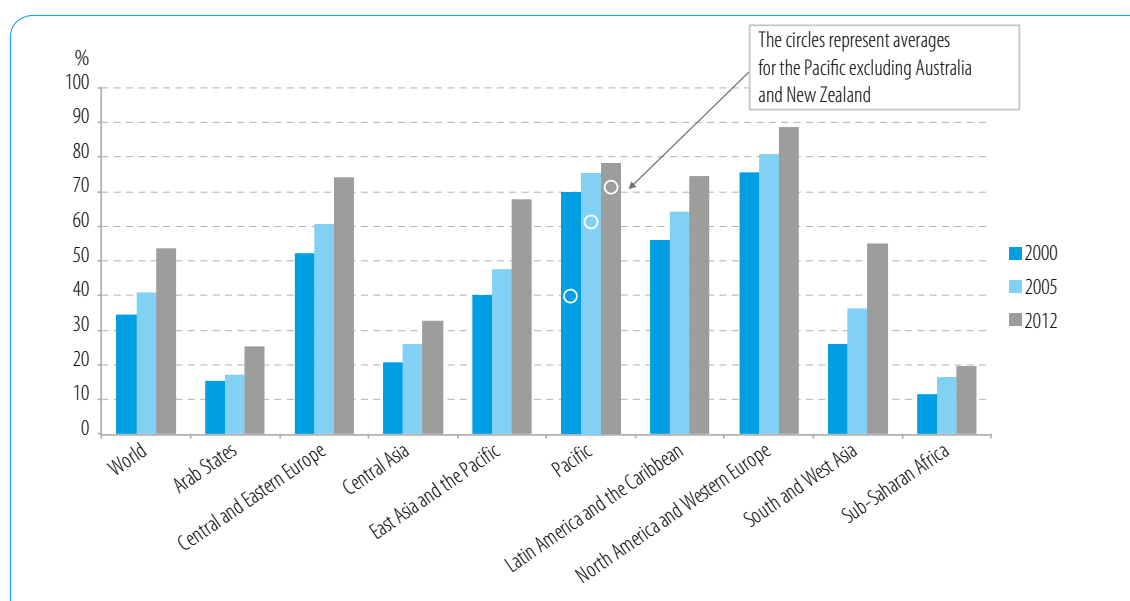
There is a role for development partners in supporting the use of EMIS in the Pacific, especially in countries where there are gaps in technical capacity and skills. Recent initiatives by some partners indicate increasing commitment to EMIS in the region, at least in the medium term, and a more strategic approach to the delivery of assistance. This reflects a change in approach given that, historically, development partner support to EMIS in the Pacific was ad hoc, the interventions were often unsustainable, and there was a lack of communication between development partners.

## 2.1 EFA goal 1: Early childhood care and education<sup>7</sup>

EFA goal 1 is to expand and improve comprehensive ECCE, especially for the most vulnerable and disadvantaged children. This is important because ECCE can promote the cognitive development of children in their early years, as their brains develop, so that they are better prepared to engage with, learn from, and enjoy primary education.

In the Pacific, participation in pre-primary education increased by more than 80 per cent between 2000 and 2010 (from 39 per cent to 72 per cent) and in 2012 the average gross enrolment ratio (GER) across the Pacific was higher than the world average (54 per cent) (Figure 2.1.1).

**Figure 2.1.1:** Gross enrolment ratios in pre-primary education, by region, 2000, 2005 and 2012



7 Data presented in this section, which are from the UNESCO Institute for Statistics, refer to pre-primary education, which relates to children aged between 3 years and the starting age of primary education. According to the International Standard Classification of Education (ISCED) 2011, ISCED 0 (early childhood education) refers to early childhood education development programmes targeted at children aged 0 to 2 years; and pre-primary education programmes are targeted at children aged 3 years until the age of starting ISCED 1.



**Note 1:** Data for the Pacific correspond to 2000, 2005 and 2010.

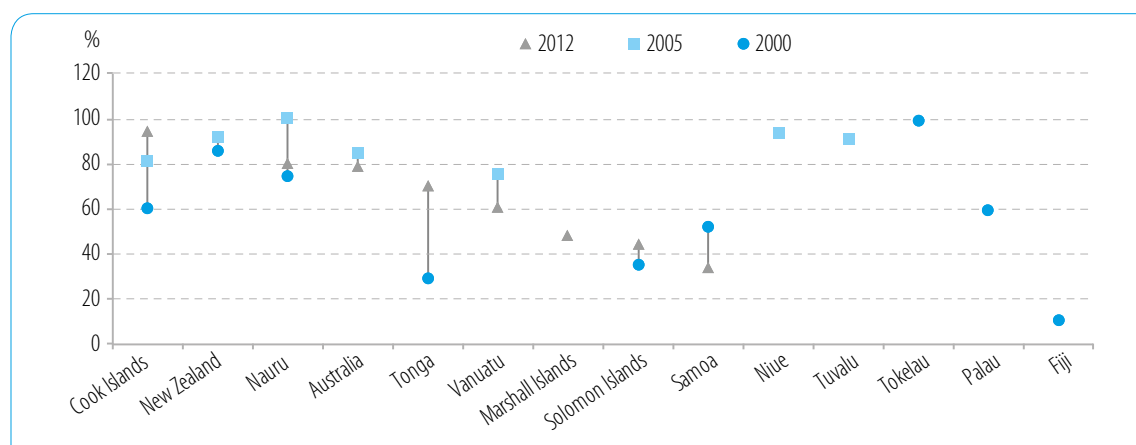
**Note 2:** The 'East Asia and the Pacific' grouping is usually used when comparing the regions of the world. The 'Pacific' grouping was produced particularly for this report.

**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 1

Rates of participation in pre-primary education in the Pacific vary between countries, as shown in Figure 2.1.2. It should be noted, however, that these figures need to be read with caution, due to the scarcity of data on pre-primary education in the Pacific and the lack of consistency in reporting.

According to UIS records, the Cook Islands had a GER for pre-primary education of 95 per cent in 2012, but the Cook Islands EFA 2015 review report notes that access to pre-primary education is uneven across the country and there are some areas where participation is much lower than the national average (Cook Islands Ministry of Education, 2014, p. 17).

**Figure 2.1.2:** Gross enrolment ratios in pre-primary education in countries in the Pacific, 2000, 2005 and 2012



**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 1.

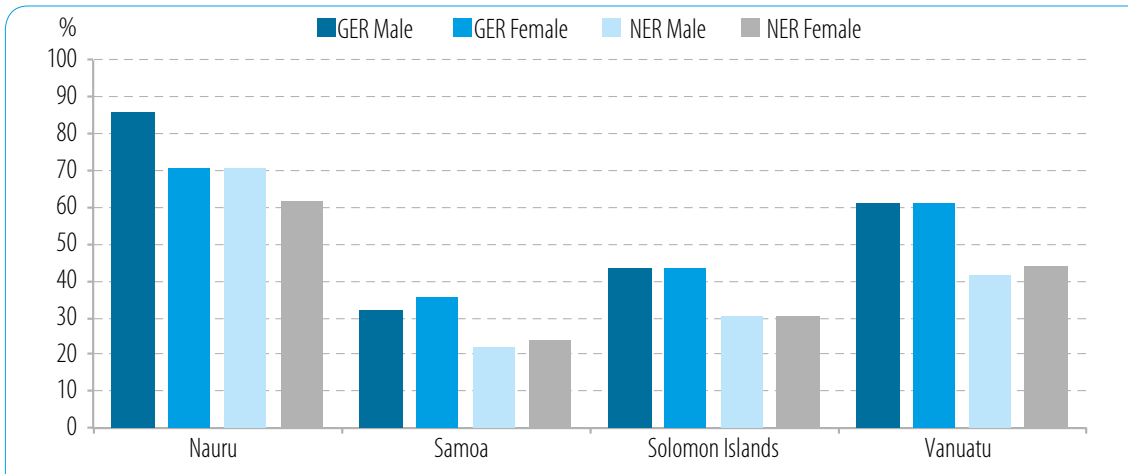
Data for 2005 (Figure 2.1.2) show that in Nauru, Niue and Tuvalu more than 90 per cent of the children of the relevant age were enrolled in pre-primary education (although more recent data show that in Nauru this figure dropped to 79 per cent in 2012). In contrast, RMI, the Solomon Islands and Samoa reported a GER for pre-primary education of less than 50 per cent in 2012.

Participation in pre-primary education by children of the correct age in the Pacific is affected by various factors. For example, the Solomon Islands EFA report notes that some students need to travel long distances to the nearest pre-primary centre, and lists these distances as well as low levels of government support as some of the reasons for low rates of participation in pre-primary education (Solomon Islands Ministry of Education, 2014, p. 30).

Figure 2.1.3 shows the difference between the GER and the net enrolment rate (NER) in Nauru, Samoa, the Solomon Islands and Vanuatu, disaggregated by sex. The gap between the GER and NER signifies that there are students enrolled in pre-primary education who are younger or older than the specified age in each country. Given that pre-primary education is for young children, it is more likely that these students are over-age rather than under-age, unless there are instances of parents using pre-primary education as a childcare service for younger children. Figure 2.1.3 demonstrates that there is not a large difference between the participation of boys and girls in pre-primary education in Samoa, the Solomon Islands and Vanuatu, but that in Nauru there is a higher proportion of boys participating in pre-primary education than girls.



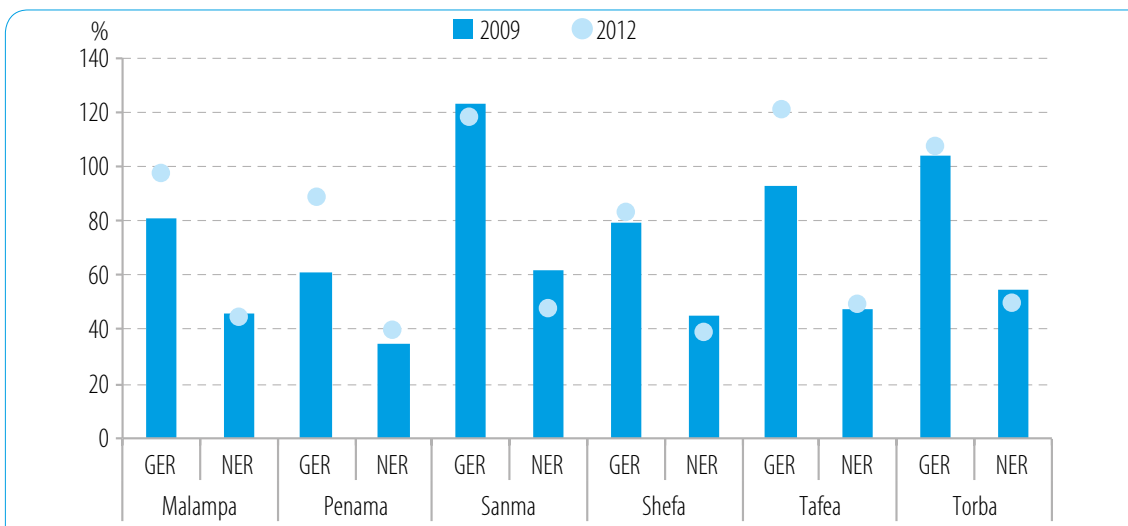
**Figure 2.1.3:** Gross enrolment ratios and net enrolment rates in pre-primary education in Nauru, Samoa, the Solomon Islands and Vanuatu, disaggregated by sex, 2012



Source: UNESCO Institute for Statistics. October 2014. Statistical Table 1.

According to the national EFA reports, rates of participation in pre-primary education do not appear to depend on geographical location, e.g. rural vs urban locations. However, this does not mean that the provision and demand for pre-primary education are not affected by either geographical isolation or concentrated urban populations. For example, in Vanuatu, the province with the lowest GER and NER in 2012 was Shefa Province in which the capital, Port Vila, is located, while Sanma Province where the other urban centre (Luganville) is located, had some of the highest ratios (Figure 2.1.4).

**Figure 2.1.4:** Gross enrolment ratios and net enrolment rates in pre-primary education in Vanuatu, by province, 2009 and 2012



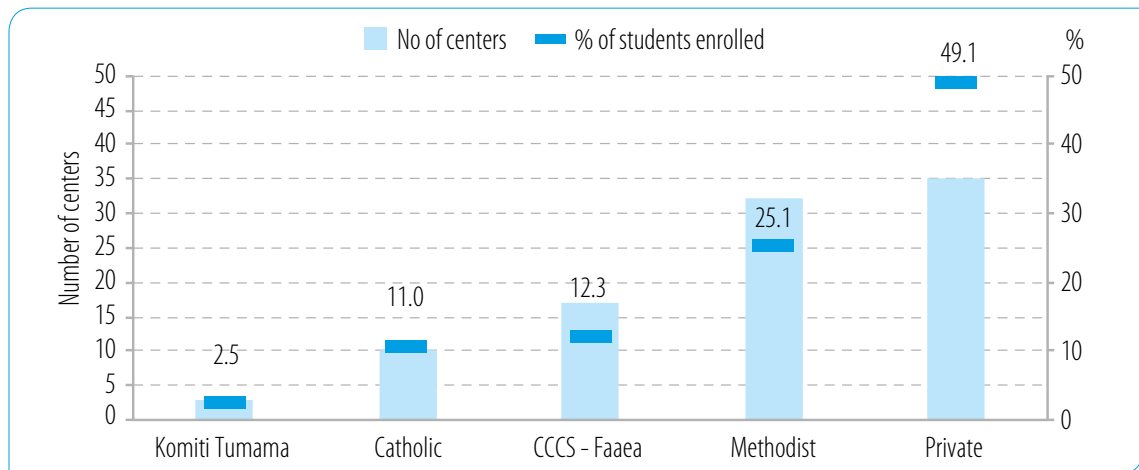
Source: Vanuatu Ministry of Education, 2014, pp. 70-71.

The extent and type of provision of ECCE or pre-primary education are strong determinants of participation. These vary across the Pacific. In the Cook Islands for example, pre-primary education is government-funded while in PNG the ECCE centres are private and charge fees for attendance, and in Kiribati churches and communities provide pre-primary education without any government assistance. Other countries have a mix of government, private and community provision.



Figure 2.1.5 shows the number of centres provided by church, community and private providers in Samoa and the percentage of students that attend each type. The majority of pre-primary centres in Samoa are provided by the Methodist Church (33 per cent) and private providers (36 per cent). While the Methodist centres enrol 25 per cent of the total number of students in pre-primary education, the privately-provided pre-primary centres account for 49 per cent.

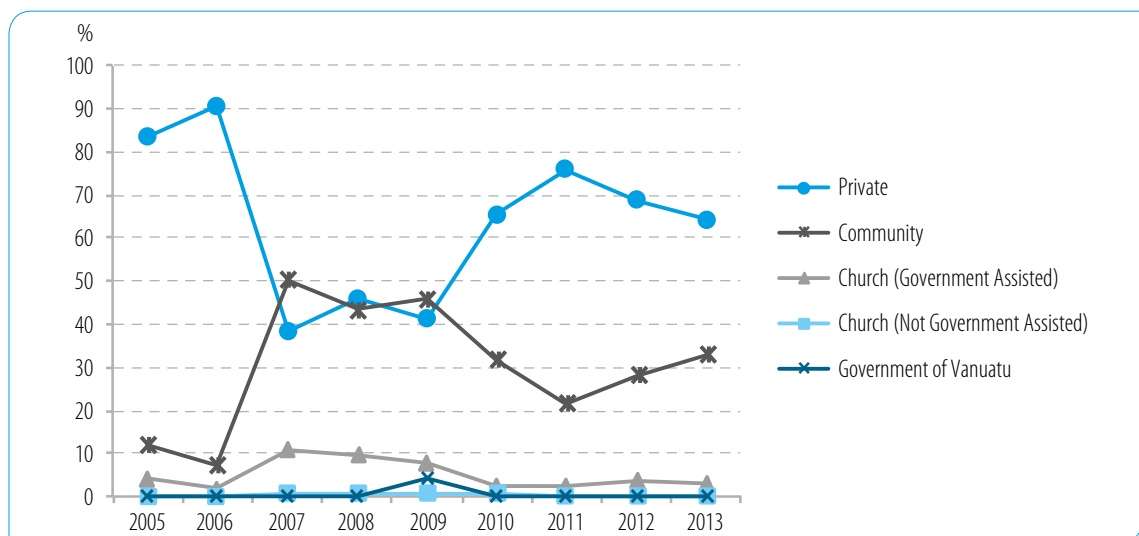
**Figure 2.1.5:** Number of pre-primary centres in Samoa by type of provider and percentage of total enrolment in pre-primary education, 2013



Source: Samoa Ministry of Education, Sports and Culture, 2014b, pp. 19 and 21.

In Vanuatu, the majority of students who attend pre-primary education go to a centre that is privately provided. In 2013, more than 60 per cent of students attended private pre-primary centres while around a third of students attended a centre provided by the community (Figure 2.1.6). Between 2007 and 2009, a significant change occurred in the proportions of students attending privately- and community-run pre-primary centres. While this shift might reflect a change in preferences towards private centres over community centres, it might also reflect a change in the way that some centres were classified.

**Figure 2.1.6:** Percentage of students enrolled in pre-primary education in Vanuatu, by type of provider, 2005–2013



Source: Vanuatu Ministry of Education, 2014, p. 69.



According to the national EFA reports, the quality of the ECCE centres or pre-primary centres also varies considerably between countries. The data is inadequate to compare and assess the quality of ECCE or pre-primary education across the region, however.

Recognizing the importance of trained teachers in improving the quality of education, the Cook Islands recently increased the required qualifications for pre-primary teachers to a Certificate in Early Childhood Education, and all teachers are expected to study towards a degree in education (with government support). In recognition of their qualifications, in 2013 pre-primary teachers were granted pay parity with primary teachers. In Kiribati, pre-primary training is not available, so teachers must study abroad if they want specific training in this field. This is reflected in the small number of pre-primary teachers with formal training (around 8 per cent in 2010) (Kiribati Ministry of Education, 2014, pp. 17-18).

The quality of the infrastructure of ECCE or pre-primary centres is a factor affecting the likelihood of children regularly attending this type of centre and of learning when they are there. The national EFA reports indicate that many pre-primary centres lack adequate infrastructure. In Kiribati, for example, around a third of pre-primary centres were reported to have classrooms while the rest used *maneaba* (local meeting halls). Only around 17 per cent of centres had toilets (Kiribati Ministry of Education, 2014, p. 18). In the Solomon Islands, around 50 per cent of centres had access to a clean and safe water supply but in all years since 2006, the pupil to toilet ratio exceeded the specified standard of 15 pupils per toilet. In 2013, the ratio was around 26 pupils per toilet (Solomon Islands Ministry of Education, 2014, p. 33).

Issues and challenges in the ECCE sub-sector can mainly be attributed to a lack of specific ECCE policies and ECCE-related regulations in many PICTs. The analyses of the Systems Approach for Better Education Results (SABER) indicate there are weaknesses in policy, capacity and implementation of ECCE in the PICTs (World Bank, 2013). UNICEF-supported regional initiatives, such as the Pacific Regional Council for ECCE (PRC4ECCE) and the development of the *Pacific Guidelines for the Development of National Quality Frameworks for ECCE*, are beginning to address these issues.

## 2.2 EFA goal 2: Universal primary education

EFA goal 2 aimed to ensure that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, would have access to free and compulsory primary education of good quality, and would complete their education. Progress against this goal is often measured by examining changes in access and participation in primary education as well as in the percentage of primary students who progress through to the final year of primary education.

### 2.2.1 Access and participation in primary education

The adjusted net enrolment rate (ANER) for primary education<sup>8</sup> in the Pacific region was 89 per cent in 2012, which suggests that the majority of primary school aged students in the region are currently enrolled in school. However, with more than 10 per cent of primary school aged children not enrolled in primary school in 2012, a significant challenge remained for countries in the Pacific to meet EFA goal 2 by 2015.

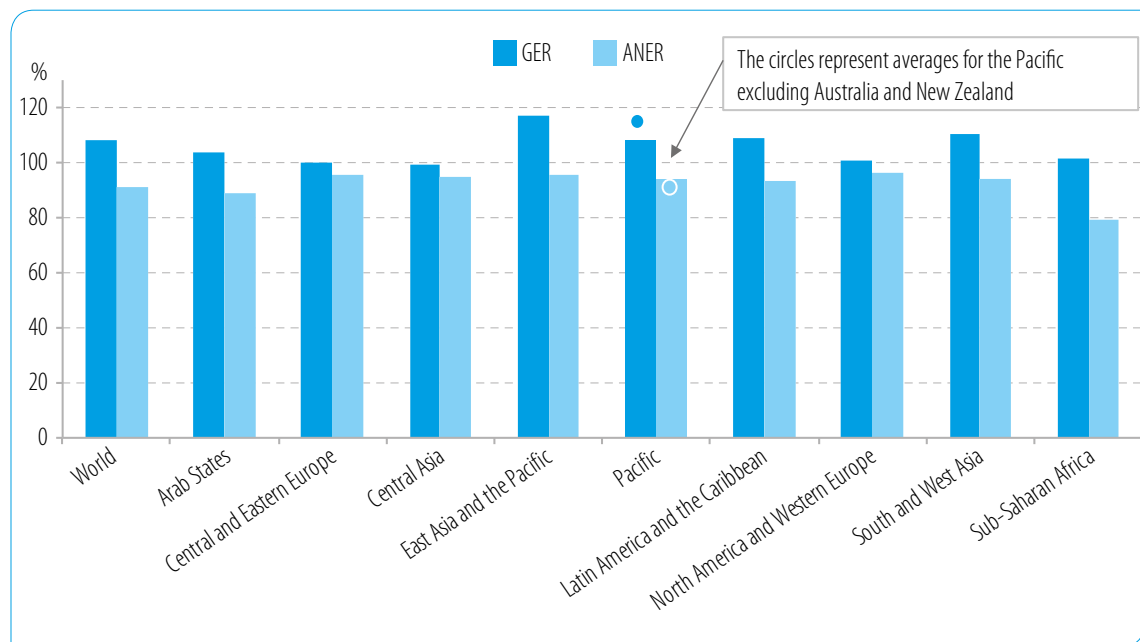
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<sup>8</sup> Total number of pupils of the official primary school age group who are enrolled in primary or lower secondary education, expressed as a percentage of the corresponding population.



Compared to other regions in the world, the GER in the Pacific is high, at more than 115 per cent in 2012 (Figure 2.2.1). A high GER means that there is theoretically enough capacity within the primary school systems to accommodate all children of primary school age, but a GER over 100 per cent indicates that there are children enrolled in primary schools who are over- or under-age. In the Pacific, data suggest that almost one in four children enrolled in primary school in 2012 was either younger or older than the specified age bracket for primary education. The Pacific has the largest gap between the GER and the ANER of all the EFA regional groupings in the world, as illustrated in Figure 2.2.1.

**Figure 2.2.1:** Adjusted net enrolment rates and gross enrolment ratios in primary education, by region, 2012

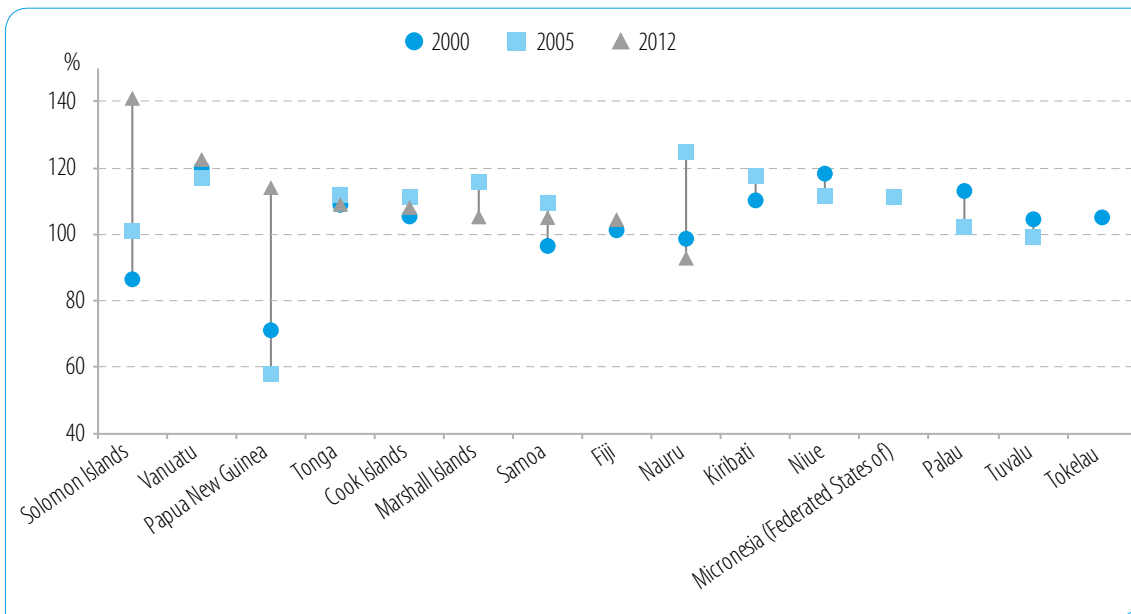


**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 2.

A close look at the data from each country in the Pacific helps to identify the drivers of these regional aggregates. As illustrated in Figure 2.2.2, all countries except Nauru and Tuvalu recorded a GER over 100 for the latest year of available data. However, considering that the Pacific regional aggregate is weighted by population, the very high GER in the Solomon Islands of 141 per cent and the high GER in PNG in 2012 of 114 per cent are likely to be driving the regional average. Both of these countries demonstrate the most significant increases in the numbers of children enrolled in primary education. The results are mixed for the smaller countries in the region.



**Figure 2.2.2: Primary gross enrolment ratios by country, 2000, 2005 and 2012**



**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 2.

In the Solomon Islands, the recognition by the government of the importance of primary education has resulted in overwhelming support in terms of funding and infrastructure development for schools in recent years. New Zealand and Australia have also supported the development of primary education in the Solomon Islands through providing budgetary support. The Ministry of Education approved the Basic Education Policy in 2009, which has reoriented the focus of the ministry towards delivering good quality education services, particularly to children in primary and junior secondary schools. This policy has also resulted in fee-free basic education for all children attending primary and junior secondary schools (Solomon Islands Ministry of Education, 2014). All of these factors have contributed to an increase in the GER and NER in primary (and junior secondary) schools.

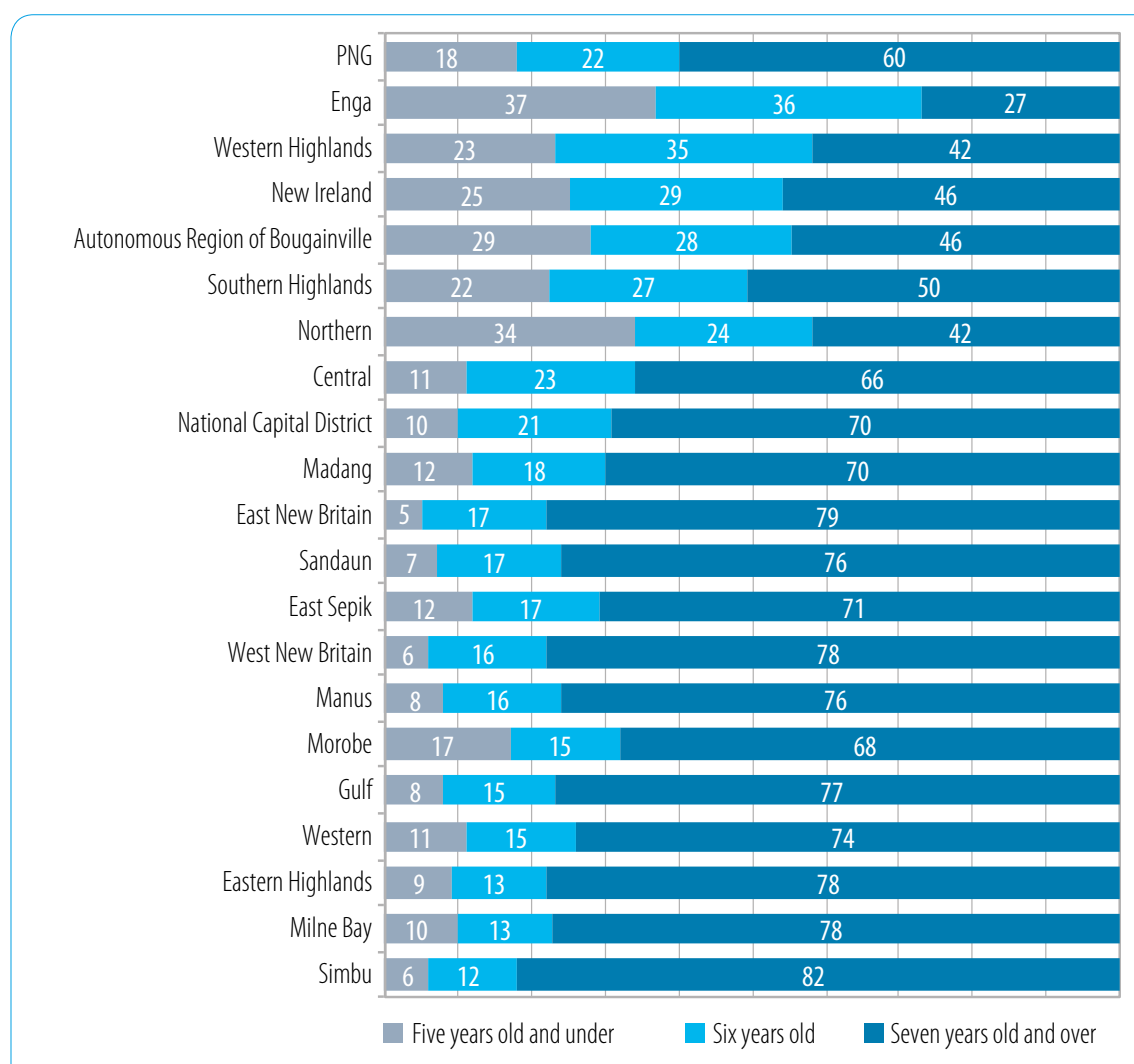
According to the PNG EFA report, the government introduced subsidized education more than two decades ago, which resulted in an increase in the number of children enrolling in schools throughout PNG. In addition, in 2009 the government introduced the Tuition Fee Free policy for all children attending school up to Grade 10, resulting in a significant increase in the number of eligible school-age children enrolling in schools. The strategy for achieving goal 2 was detailed in the National Education Plan 2005-2014, then revised in the Universal Basic Education Plan 2010-2019 to give the Department of Education a stronger focus on this important goal.

Sub-national data in PNG show that a high proportion of students are over-age. As illustrated in Figure 2.2.3, in every province of PNG more than half of the students entering elementary school (who are supposed to be six years of age) are at least one year older than they should be. Although no research has been conducted in PNG to identify reasons for children being held back from attending schools, anecdotal evidence suggests that parents often do not feel their children are ready for school (PNG Department of Education, 2015, p. 14).





**Figure 2.2.3:** Age distribution of children in the first years of elementary school, Papua New Guinea, by province, 2013



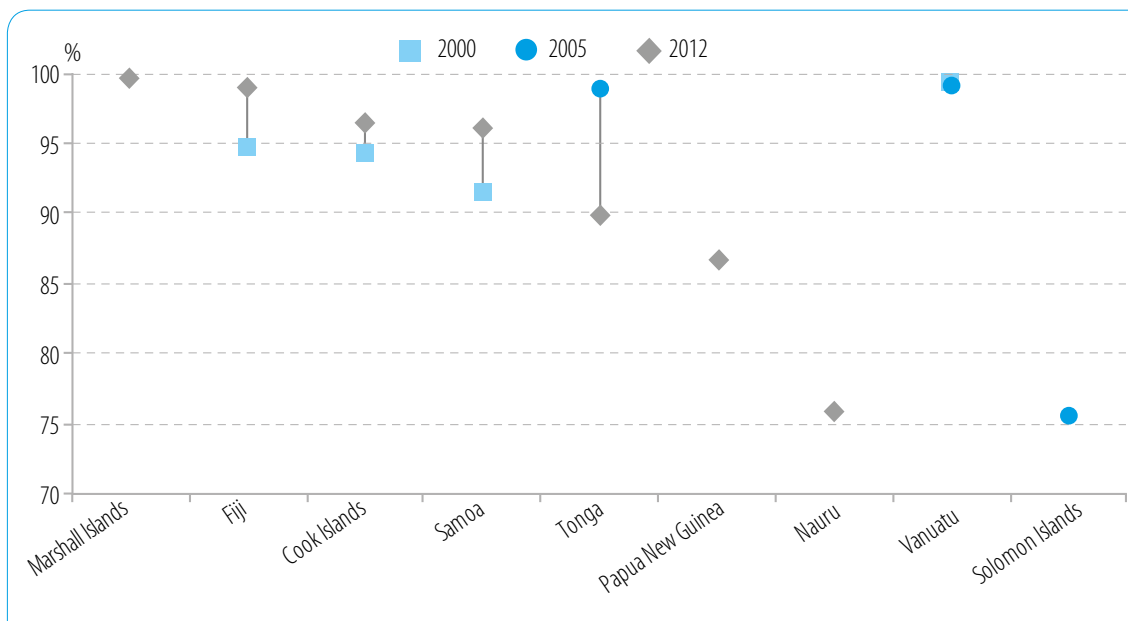
Source: PNG Department of Education, 2015, p. 14.

Inconsistent reporting to international databases by countries in the Pacific makes comparing progress between countries difficult. The data are sparse and Figure 2.2.4, which shows recent data for the ANER in some countries in the region over time, illustrates the fact that no Pacific country has reported to UIS in all of the three years captured in the chart.

Of the countries that have reported, the Cook Islands, Fiji and Samoa are able to demonstrate an increase in ANER over time. In Tonga, data indicate a drop in ANER from 99 per cent in 2000 to 90 per cent in 2012. Nauru’s ANER for 2012 of 76 per cent is the lowest of those countries reporting data to UIS.



**Figure 2.2.4:** Primary adjusted net enrolment rates by country, 2000, 2005 and 2012



Source: UNESCO Institute for Statistics, October 2014, Statistical Table 2.

## 2.2.2 Progression and survival rates in primary education

EFA goal 2 not only requires children to be enrolled in school and enrolled at the correct age, but also specifies that children should complete a full cycle of primary education. Whether the majority of students stay in school long enough to complete primary education is usually dependent on whether primary education is compulsory and this policy is enforced; and whether primary education is free and does not impose significant incidental costs on families, such as for uniforms and books. Other barriers to children staying in school can include long, arduous or expensive commutes to schools, parents not valuing education, and children having to stay at home to take care of younger siblings.

The PICTs have not yet ensured that all children complete primary education, but some significant gains have been made since 2000. For example, in Fiji, survival rates to the last grade of primary school increased from 86 per cent in 2000 to 100 per cent in 2012. In contrast, in Samoa survival rates fell from 96 per cent to 90 per cent over the same period (UIS, 2014, Statistical Table 2). Tonga reported a survival rate of 91 per cent in 2005 while RMI reported 83 per cent.

There was no consistent pattern across the region between the survival rates for girls and boys with slightly more boys dropping out of school in Samoa but more girls dropping out of school in Tonga, Fiji and the Solomon Islands (data by sex is not available for RMI).

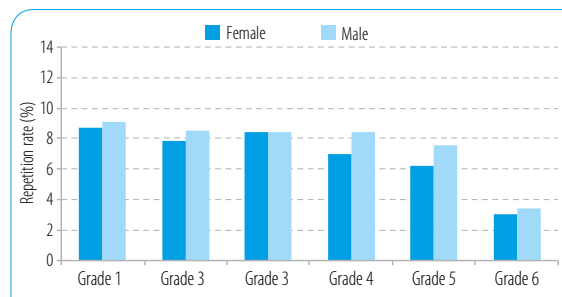
High rates of repetition and drop out in primary education negatively affect the survival rates. The data from the Solomon Islands show higher repetition rates in the early years of primary education but higher drop-out rates in the later years. In all grades except grade 2, males have higher drop-out rates than females.

The cumulative drop-out rate to the last grade of primary education in the Solomon Islands in 2011 was almost 37 per cent. This means that more than one in three students who enrolled in the first grade of primary had dropped out before completing primary education, which is reflected

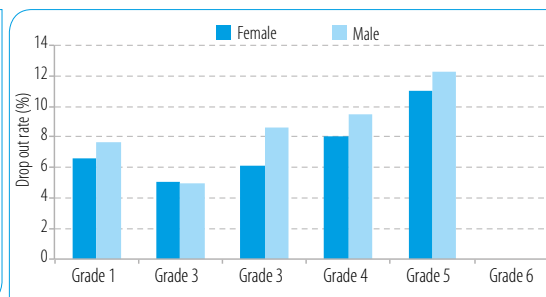


in the survival rate to the last grade of primary of 63 per cent in 2011.<sup>9</sup> Figure 2.2.5 and 2.2.6 show the repetition and drop-out rates in the Solomon Islands in 2011.

**Figure 2.2.5:** Repetition rates in primary education in Solomon Islands, by grade and sex, 2011



**Figure 2.2.6:** Drop-out rates in primary education in Solomon Islands, by grade and sex, 2011



**Note:** The drop-out rate in grade 6 is not applicable.

**Source:** UNESCO Institute for Statistics Data Centre, <http://data.uis.unesco.org>

As school record keeping systems become more detailed in the region, reasons for dropping out, at least from those who re-enter later on, might help shed light on the main factors that contribute to children failing to complete their primary education.

### 2.2.3 Enrolment does not necessarily mean attendance

Indicators used to measure access to and participation in primary education are useful in discussing the adequacy of the provision of education – that is, whether there is enough room in classrooms to accommodate all children of primary school age. These indicators are also useful in discussing whether compulsory primary education policies are being enforced (reflected in high rates of enrolment) and to assess the effects of changes to the level of school fees or their complete elimination. These indicators, do not, however, contain any information about the behaviour of students, including, most importantly, whether they attend school regularly.

Most countries in the Pacific do not systematically collect data on student attendance in their central education information systems – although Fiji’s new online school record management system is an exception – so in most countries it is unknown whether or not students who are enrolled in schools actually attend school. The national EFA reports contain some information about factors that can affect attendance. The distance that students need to travel to school is listed as one of these factors. Kiribati’s EFA report, for example, includes data from a survey undertaken in 2013 to measure the distances that students travel and their modes of transport. The survey found that more than 60 per cent of students travel to school by foot, and of these, more than 60 per cent walk less than one kilometre to school. Almost 15 per cent of students travel more than three kilometres to school but only 2 per cent of students walk more than three kilometres (Kiribati Ministry of Education, 2014, p. 29).

In the Solomon Islands, the distance to school is seen as ‘a pervasive problem’ (Tavola 2011, p.28), with some children in primary school having to walk or paddle for up to two hours to and from school. According to Tavola, in areas where children need to travel long distances to school parents will not send their children until they are old enough to walk the distance, and this results in

<sup>9</sup> The cumulative drop out to the last grade of primary is the inverse of the survival rate to the last grade of primary. Neither of these indicators take account of students who do not transition after the last grade of primary (Grade 6).



children not starting primary education until they are eight or nine years old (2001, p. 28). Tavola also reports that bad weather, including heavy rain and strong winds often prompts children to stay home as bush tracks become muddy and slippery and rivers that need to be crossed become impassable (2011, p. 28). Tavola found that a further reason for the absenteeism of both teachers and students is cultural activities, including those in relation to deaths and marriages as well as church-related functions (2011, p. 33).

Fiji's national EFA report discusses the introduction of free bus travel for school children for families whose annual incomes are less than FJD15,000 (Fiji Ministry of Education, National Heritage, Culture and Arts, 2015, p.9). This type of initiative is seen as likely to not only reduce the cost of school attendance but to reduce the travel time for students, thereby contributing to improving attendance of children who live far away from school.

Nauru's EFA report lists addressing habitual truancy – of both students and teachers – as a priority. Reasons for low attendance include: a low value given to education, a perception that teachers do not teach, bullying, lack of transport, children needed at home to mind younger siblings, no law requiring parents to send their children to school, students being unable to catch up on school work after being absent, embarrassment among children over having no uniform or lunch, and lack of toilet facilities in schools. The report cites initiatives that have been introduced to address some of these issues and reports that there has recently been a drop in rates of absenteeism in response to community outreach workshops and visits to each district and community group to discuss the issue of truancy (Nauru Department of Education, 2015).

## 2.3 EFA goal 3: Life skills and lifelong learning

EFA Goal 3 aims to ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes. Assessment of progress against this goal usually includes examining changes in access to, and participation in, secondary school, TVET programmes and non-formal education (NFE) programmes. In the Pacific, progress towards this goal is very difficult to assess due to a lack of data on these programmes. Qualitative analysis, based on information provided in the national EFA reports, indicates an increasing awareness in the Pacific of the importance of providing training and learning opportunities to youth and adults, especially to those who have left the formal education system. This is signified in many countries in the region by the increasing numbers of training centres, courses and numbers of students enrolled.

### 2.3.1 Secondary education

Secondary education is the main channel through which learning and training opportunities, including life skills programmes, are delivered to youth in the Pacific. A direct comparison of access to and participation in lower secondary education across countries in the Pacific is complicated by the differing definitions of primary and secondary education in the region. In some countries, primary education includes education up until year eight, while in others primary education ends at year six. The UNESCO Institute for Statistics manages this by mapping each year of education in each country to standard definitions of primary education, lower secondary education and upper secondary education (UIS, 2012).<sup>10</sup>

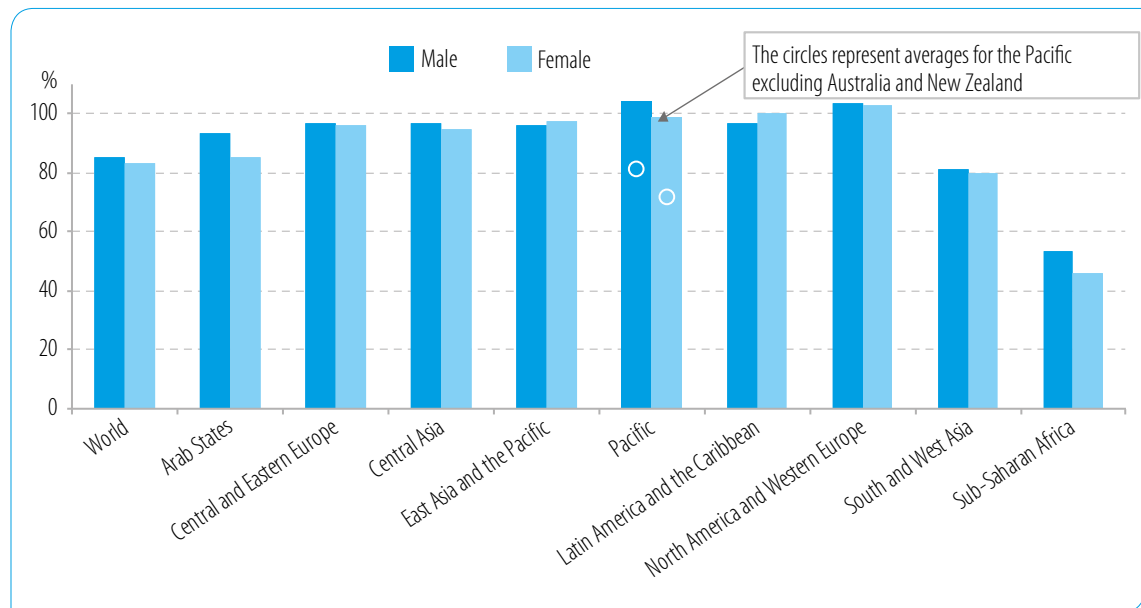
<sup>10</sup> Please refer to the UIS manual on the International Standard Classification of Education (ISCED) for the standard definitions.



### 2.3.1.1 Participation in lower secondary education

Participation in lower secondary education has increased across the world since 2000, including in the Pacific, where the GER increased from 44 per cent in 2000 to 77 per cent in 2012. However, in 2012 the Pacific still had a lower GER than the world average of 85 per cent. Gross enrolment ratios disaggregated by sex indicate that, on average, a lower percentage of girls attend lower secondary education in the Pacific than boys (Figure 2.3.1). These Pacific regional averages mostly reflect participation levels in lower secondary education in the largest Pacific countries, such as PNG.

**Figure 2.3.1:** Gross enrolment ratios for lower secondary education, by region and sex, 2012.

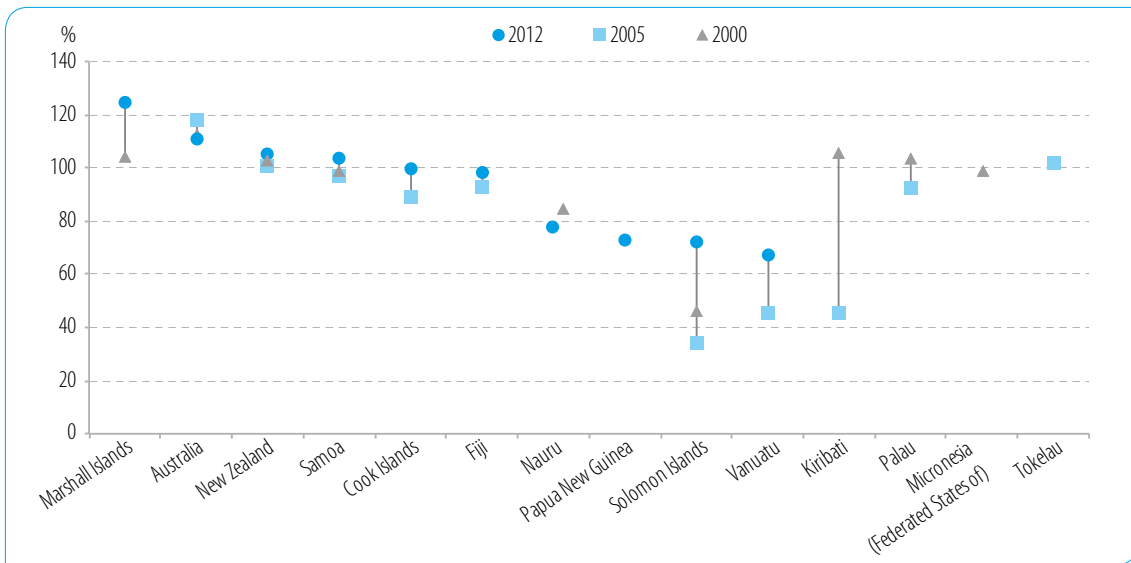


**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 3.

The GERs for lower secondary education have increased since 2000. As illustrated in Figure 2.3.2, the Solomon Islands and Vanuatu made particularly good progress over the period between 2000 and 2012. The data indicate that some PICTs, including RMI, Samoa and the Cook Islands, have enough capacity in their lower secondary schools to accommodate all youth of the relevant age group.



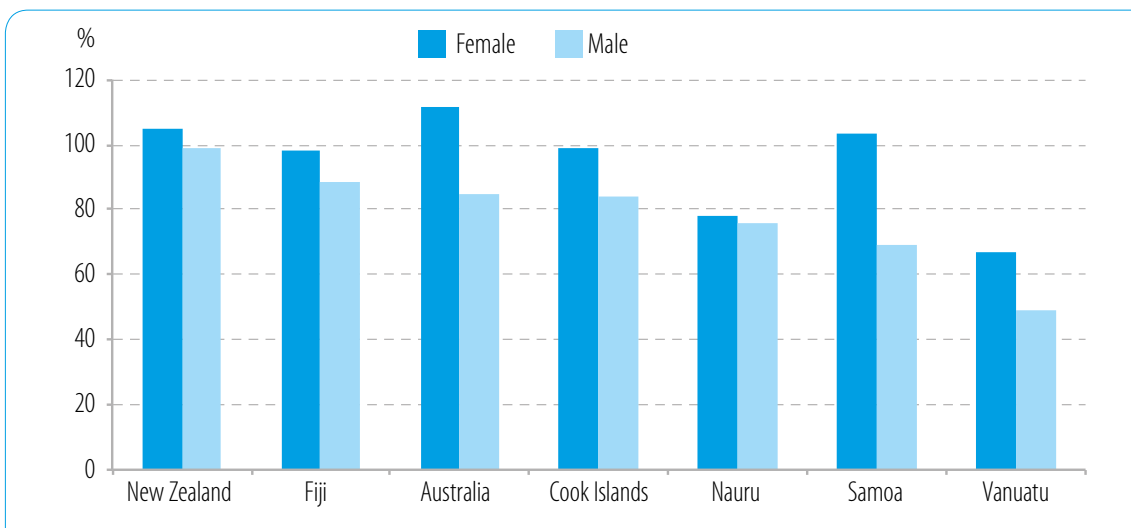
**Figure 2.3.2:** Gross enrolment ratios in lower secondary education for countries in the Pacific, 2000, 2005 and 2012



Source: UNESCO Institute for Statistics, October 2014, Statistical Table 3.

The adjusted net enrolment rates can be used to assess whether students are entering lower secondary school at the correct age,<sup>11</sup> while a comparison of the NER and GER in a country can show the extent of under- or over-age enrolment. Figure 2.3.3 shows that in some countries in the Pacific (for which comparable data exist), there are large numbers of youth enrolled in lower secondary education who are younger or older than they should be. This is the same problem identified for primary education, as discussed under EFA goal 2.

**Figure 2.3.3:** Gross enrolment ratios and adjusted net enrolment rates in lower secondary education for countries in the Pacific, 2012



Source: UNESCO Institute for Statistics, October 2014, Statistical Table 3.

<sup>11</sup> The lower secondary adjusted net enrolment rate measures the proportion of youth of the correct age who are enrolled in lower secondary education. The difference between 100 per cent and the ANER, expressed as a number of total youth of the relevant age, can be interpreted as the number of youth out of school.



The national EFA reports note that participation in the senior years of secondary education is lower than in lower secondary, and in some countries this difference is significant. While there are various forces influencing enrolment in secondary education, several issues emerge as being common to several countries. These include:

- Lack of capacity in secondary schools to accommodate all the children leaving primary education prevents children from entering secondary education. E.g. Tuvalu and Vanuatu do not have sufficient capacity in secondary schools for all primary school graduates.
- School fees,<sup>12</sup> accommodation costs (boarding school costs), transportation costs and long distances deter some youth from continuing their education, especially after they have passed the compulsory education age limit.
- Entrance examinations that restrict entry to, or progression through, secondary education prevent some students from continuing their education.

Ensuring that there are enough places in lower secondary schools to accommodate all youth is a major challenge for many countries in the Pacific, especially as higher numbers of children progress through primary education as a result of lower participation costs (such as reduced school fees) and as more children are able to make the transition into secondary education as a result of policies designed to eliminate entrance examinations.

### 2.3.1.2 Out of school youth

Youth drop out of school for a variety of reasons, including to find employment or to participate in other forms of education, such as apprenticeship programmes. In several PICTs (e.g. Kiribati, RMI, PNG, Samoa, Solomon Islands, Tuvalu and Vanuatu), large numbers of youth are not enrolled in school or drop out of school, which is of great concern. Table 2.3.1 presents the numbers of youth in the Marshall Islands aged 14–25 enrolled in various types of formal education, the number of youth employed and the total number of youth at the time of the 2011 census. More than 65 per cent of youth aged 14–25 are neither enrolled in some form of formal education nor employed. According to a report produced by the Pacific Islands Forum Secretariat and the United Nations Development Programme (2011), the fact that approximately two thirds of young people in the RMI are estimated to be out-of-work is a major source of social tension. The effect of unemployment often results in low self-esteem, which makes youth susceptible to substance abuse and violence.

**Table 2.3.1:** Number of youth in the Marshall Islands enrolled in education and employed, 2011

Type of education or employment status	Number of youth enrolled or employed
Enrolled in secondary education	2,917
Enrolled at College of Marshall Islands	768
Enrolled at University of South Pacific – Marshall Islands Campus	246
Students under the Marshall Islands Scholarship, Grant and Loan Board	196
Employed	1,516
Total youth enrolled or employed	5,643
Total youth aged 14-25	13,204

*Source:* Ministry of Education of the Republic of the Marshall Islands, 2014, p. 29.

<sup>12</sup> A UNDP report (2014, p. 62) points out that children from the poorest 20 per cent of households are significantly less likely to attend secondary school than children from the richest 20 per cent of households, according to data in 2007-2009 from seven PICTs. This indicates that secondary school fees may remain a major barrier for poor families.



Some national EFA reports list teenage pregnancy as one of the reasons that young girls drop out of school. In some cases, pregnant girls have been expelled from school. In the Cook Islands, this issue is being addressed through the Education Act (2012), which specifically states that a student cannot be exempted from compulsory education on the basis of pregnancy. The Cook Islands school programmes have accordingly adopted a level of flexibility so that the young mothers can take time away from school for feeding their babies and/or take a reduced number of classes for a period of time before returning as full-time students. Similarly, changes to regulations in Vanuatu mean that girls who become pregnant while at school will no longer be expelled but will be allowed to remain at school during their pregnancies and will be allowed to return after giving birth.

### **2.3.2 Technical and vocational education and training**

TVET opportunities throughout the Pacific are increasingly becoming better regulated, better resourced and of higher quality. Some of these opportunities are through vocational streams in secondary schools. On average, 5 per cent of students enrolled in secondary education in the Pacific in 2012 were in the TVET stream. Please note, however, that this figure may not capture all of the students who enrol in just one or two vocational subjects but remain in the general stream. The number of students enrolled in vocational streams increased from around 23,500 in 2000 to around 33,800 in 2012, but the percentage of students has remained constant (UIS database accessed in May 2014). Of these students, the percentage of females has remained steady at around 30 per cent.

Some countries in the Pacific have formal TVET institutions, such as the Vanuatu Institute of Technology and the campuses of the Australian Pacific Technical College. Less formal training opportunities in Vanuatu and the Solomon Islands include rural training centres (RTCs), which are accessible to students who do not complete secondary education. In the Solomon Islands, the number of RTCs increased from 18 in 2000 to 43 in 2013 (Solomon Islands Ministry of Education, 2014, p. 48).

A comparison of the number of youth enrolled in TVET streams in secondary school with the number enrolled in TVET courses offered by dedicated training institutions is not possible, mainly because of a lack of data collection among TVET institutions in the region. Given the important role that TVET plays in developing the skills and competencies of youth in the Pacific to allow them to be employed productively and to provide for themselves and their families, and the need for effective, evidence-based policies in this area, it is vital to improve the quality and availability of data on access and participation in TVET in the Pacific.





## Box 2.2: Meeting the needs of youth in the Pa Enea

The Cook Islands Ministry of Education, through the Cook Islands Tertiary Training Institute (CITTI), has developed programmes for youth and adults living on the more isolated islands (Pa Enea) of the country. These programmes are designed to support the ongoing learning and skills development of these youth and adults by catering to the specific needs of individual learners and to the priorities and plans of the communities on these islands. The programmes aim to integrate indigenous cultural values and twenty-first century skills, and seek to build on the specific resources of each community, including natural resources, to develop the skills of youth and adults in the community.

The programme is supported on each island by a 'learning broker' who is responsible for the ongoing learning of youth and second-chance learners by connecting students with relevant training opportunities and work places.

Current certificate level programmes being offered by the CITTI include:

- Certificate in Applied Trades and Skills. Trades training has been identified as a need and an area of interest among youth on all the islands in the Pa Enea. This certificate includes practical, hands-on training in automotive, carpentry and electrical programmes run through government infrastructure work sites. Theoretical training is provided via online support from the Trades Faculty in Rarotonga.
- Certificate of Achievement in Culture and Arts. This includes specializations such as *vaka* (traditional canoe) building.
- Certificate of Achievement in Computing and Enterprise Studies. This includes online study for the enterprise course, life skills training and an on-site training placement.
- Certificate in Employment and Training. This programme includes online study with on-site training and placement.

One of the major challenges of the programme is ensuring that worksite training can be supported with the required equipment, given the distance of the outer islands from established training facilities in Rarotonga. Similarly, the physical isolation of outer islands makes the provision of adequate training and support difficult for the programme supervisors.

**Source:** Cook Islands Ministry of Education, 2014, pp. 27-28.

According to the national EFA reports, in some countries the students enrolled in TVET courses are mostly male. For example, in Vanuatu fewer than 30 per cent of trainees in the RTCs were female in 2011 (Vanuatu Ministry of Education, p. 24). Similarly, in Kiribati, while more women were enrolled than men to study nursing, no women were enrolled at the Fisheries Training Centre or Marine Training Centre (Kiribati Ministry of Education, 2014, p. 29).

### 2.3.3 Non-formal education and open schooling

While many PICTs offer non-formal education (NFE) opportunities, there is little data available to enable measurement of how accessible they are to youth and whether accessibility has improved over time.

Examples of NFE programmes include the Te Rakei Toa and Te Uki Tumanava programmes in the Cook Islands, which were developed at the community level to work with young male adolescents (aged 11–13) who have dropped out of school. The goal of the programme is to transition the students back into mainstream education or to trades-based courses by providing training in literacy and numeracy, as well as sports, carving, agriculture and art (Bakalevu, 2011).

In Tuvalu, community training centres (CTCs) offer NFE opportunities to youth. These programmes are particularly targeted towards those who cannot access secondary education, so that those



youth receive education to the equivalent of Year 8. Courses offered at the CTCs include English, mathematics, business enterprise studies and Tuvaluan studies. The CTCs also offer other, more 'hands on', training, including carpentry, cooking, sewing and basic engine maintenance (Tuvalu Ministry of Education, Youth and Sports, 2015, p. 25). In Nauru, NFE opportunities include courses in life skills, basic English, mathematics, music and Nauruan history (Nauru Department of Education, 2015).

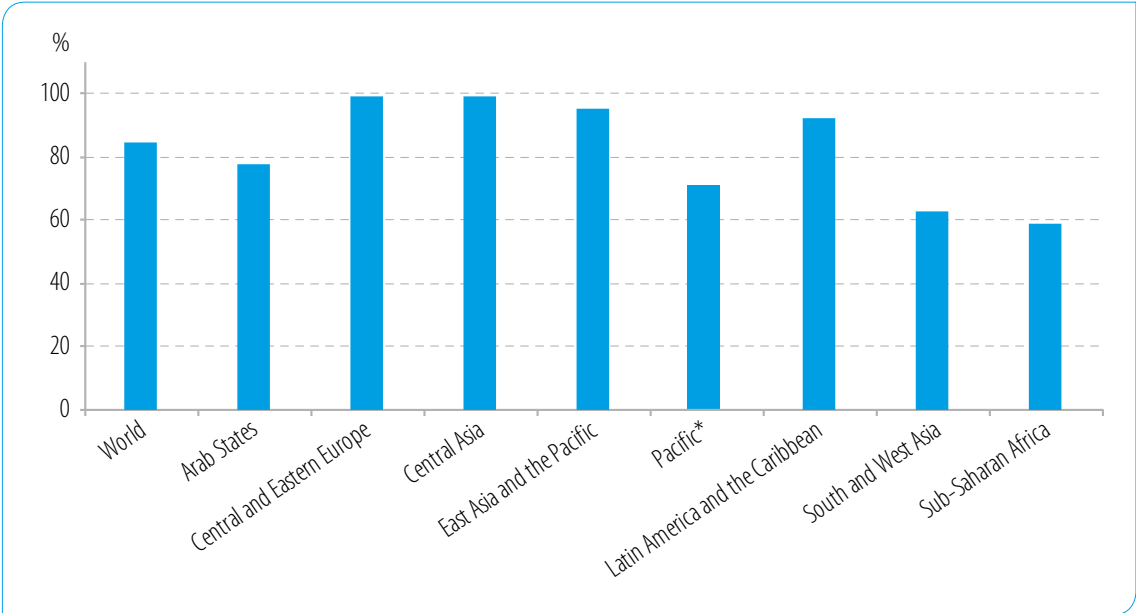
## 2.4 EFA goal 4: Adult literacy

EFA Goal 4 aims to achieve a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults. This is based on the understanding that 'Literacy is a right and the foundation for all further learning. Literacy gives people the tools, knowledge and confidence to improve their livelihoods, to participate more actively in their societies and to make informed choices. In today's knowledge economy, literacy skills are more vital than ever' (UNESCO, 2005, p. 448). As of 2012, 781 million adults (15 years or over) in the world could not read or write. Of these illiterate adults, two thirds were women.

### 2.4.1 Literacy rates in the Pacific<sup>13</sup>

In the Pacific (the 15 PICTs), the average adult literacy rate (71 per cent) is below the world average (84 per cent) (see Figure 2.4.1). This overall rate reflects the relatively low literacy rates in PNG, which has the largest population in the region and also the lowest literacy rate.

**Figure 2.4.1:** Adult literacy rates disaggregated by region, 2012



**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 4.

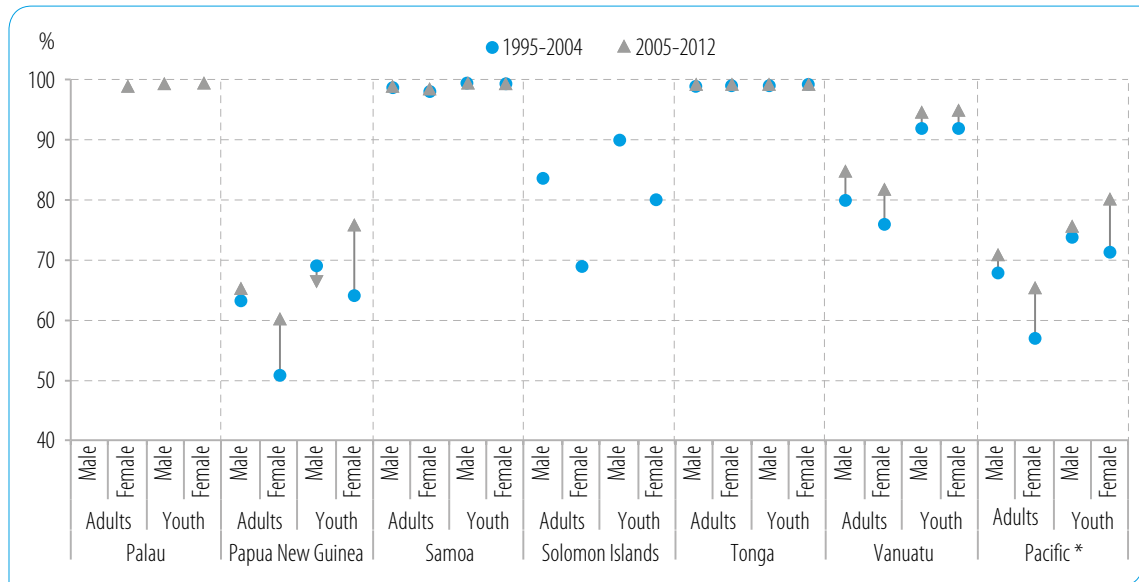
While literacy in PNG is low, PNG has made the greatest improvement in the Pacific in terms of adult literacy, especially among women, with the women's literacy rate increasing from 51 per cent

<sup>13</sup> It should be noted that literacy rates should be interpreted with care due to issues surrounding the measurement of literacy in the Pacific.



in 1995–2004 to 60 per cent in 2005–2012 (see Figure 2.4.2 below). These gains were not large enough to constitute a 50 per cent improvement as specified in EFA goal 4, however.

**Figure 2.4.2:** Adult and youth literacy rates for selected countries, and Pacific average, disaggregated by sex, 1995–2004 and 2005–2012

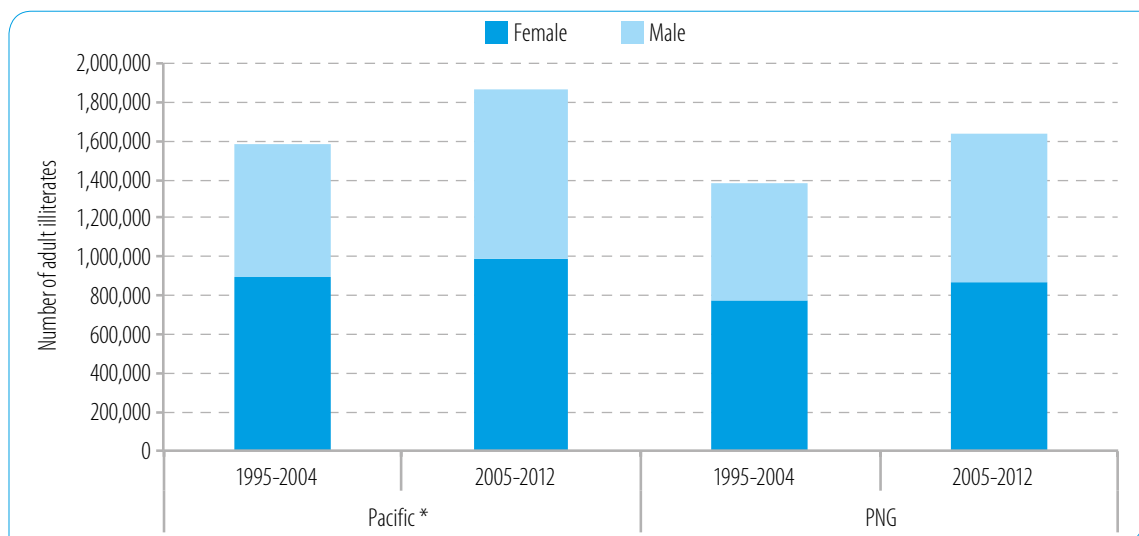


**Note:** The Pacific in this figure is based on the 15 PICTs.

**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 4.

The number of illiterate adults fell steadily from 787 million worldwide and 127 million in the East Asia and Pacific region in 2000, to 781 million worldwide and 88 million in the East Asia and Pacific region in 2012. However, the number of illiterate adults in the Pacific has risen over that period. The number of illiterate adults rose from 1.6 million in the period 1995–2004 to 1.9 million in the period 2005–2012. The percentage of these adults who came from PNG remained the same at around 88 per cent (see Figure 2.4.3).

**Figure 2.4.3:** Numbers of illiterate adults in PNG and Pacific (not including Australia and New Zealand) average, disaggregated by sex, 1995–2004 and 2005–2012



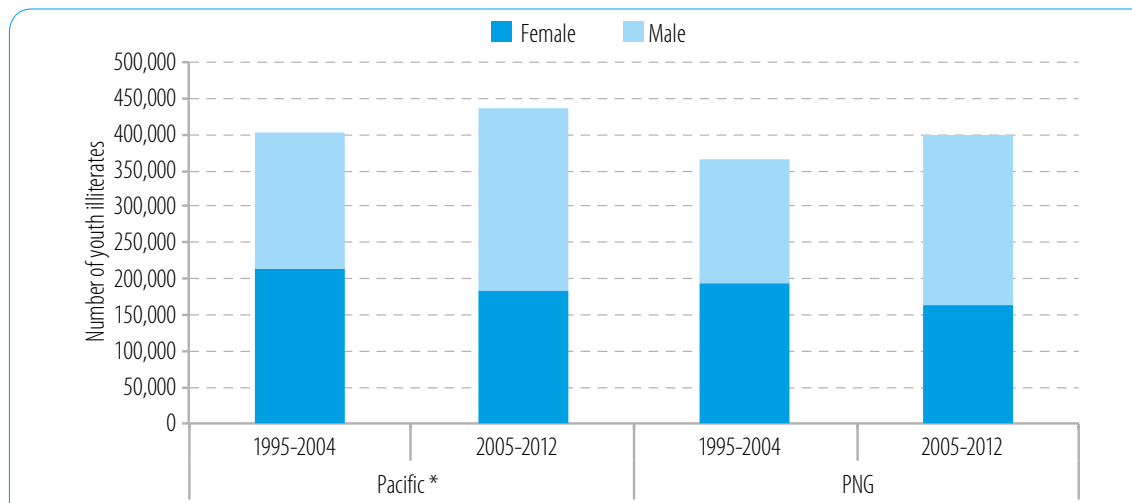
**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 4.



## 2.4.2 Youth literacy rates

As illustrated in Figures 2.4.3 and 2.4.4, there is a significant difference between the numbers of illiterate adults and youth. In the period 2005–2012, there were 436,000 illiterate youths in the Pacific and 1.9 million illiterate adults. Of the 436,000 illiterate youths 91 per cent were in PNG. The lower number of illiterate youths indicates the positive effect of more children learning to read and write at school (see Section 2.6 for more details).

**Figure 2.4.4:** Numbers of illiterate youth in PNG and Pacific average, disaggregated by sex, 1995–2004 and 2005–2012



**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 4.

In some countries, there is a significant difference between urban and rural literacy rates. Data from the 2009 census in Vanuatu, for example, show that youth (15–24 years old) literacy rates in rural areas were lower than those in urban areas, and that the rural-urban gap was larger for boys than for girls. In the rural province of Tafea, the youth literacy rates for males and females were less than 80 per cent, while the national averages were 92 and 93 per cent, respectively (Vanuatu Ministry of Education, 2014, p.27).

## 2.4.3 Adult continuing education

While high youth literacy rates are expected to eventually lead to high adult literacy rates, currently some countries in the Pacific do not have high adult literacy rates. If these countries are to achieve EFA goal 4, adults need to have access to opportunities for further education, including literacy classes. Currently, not all countries in the Pacific offer opportunities for adults to continue their learning and gain literacy skills or expand them. Where opportunities exist, they include both formal courses offered through accredited education and training institutions as well as more informal, community-based classes.

In the RMI, the College of Marshall Islands offers an Adult Basic Education (ABE) programme in the English language that is open to adults over the age of 17 who did not complete secondary school. The ABE programme, resulting in a high-school equivalency diploma, includes five courses (reading, writing, mathematics, science, and social studies) in three levels, which are designed to meet the needs of learners with differing levels of English reading comprehension. Level I (Basic) is for students whose reading comprehension is below the 4th Grade level; Level II (Beginning) is for students whose comprehension is between the 4th and 7th Grades; while Level III (Intermediate)

is for students whose comprehension is at the 8th Grade level or higher. Enrolment in the course is high, with 686 students enrolled in the course across three trimesters in 2013. In the same year, 362 students were enrolled in Grade 12 in the five public secondary schools (Ministry of Education of the Republic of the Marshall Islands, 2014, p.31).

The MATUA programme in Fiji offers adults and youth who have dropped out of school the opportunity to study in the evenings, including courses allowing them to complete Years 10, 11, 12 and 13 of the secondary curriculum. These programmes use the standard curriculum and are run by the same teachers, who volunteer their time to teach in the evenings. Students sit the standard exams and therefore have the opportunity to receive the same qualifications as students enrolled in school.

In the Solomon Islands, adult literacy education is provided by church and volunteer organizations, but the reach and capacity of these providers is limited by a lack of funding. According to the Solomon Islands EFA report (Solomon Islands Ministry of Education, 2014), many providers that were offering adult literacy classes have recently ceased operating.

Other countries in the Pacific have few, if any, opportunities for adults to continue their learning. The national EFA reports from Kiribati and Nauru, for example, both note a lack of opportunities for adults to continue learning.

#### **2.4.4 Measuring literacy in the Pacific**

Most of the national EFA reports submitted by countries in the Pacific include references to national literacy rates. For example, Kiribati reported having literacy rates of above 90 per cent, and Fiji and the Cook Islands also report high literacy rates. These rates, however, are not necessarily comparable between countries and often reflect different types of measures, or proxy measures, for literacy.

Most countries in the Pacific measure functional literacy by asking census respondents whether they can read and write. Studies (see UIS, 2009) have shown, however, that this method of measuring literacy can overestimate the rates of functional literacy in the community.

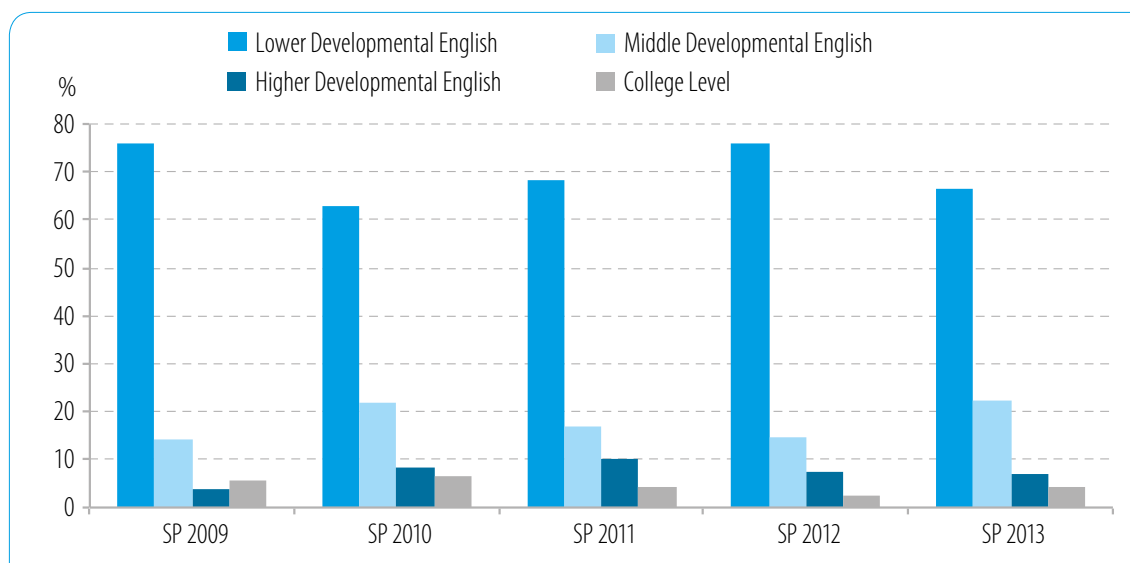
Another common proxy method used to measure literacy is to collect data (through the census or other survey instruments) on the highest level of education attained. It is assumed that once someone has successfully completed a certain number of years of schooling that they should be able to read and write. These measures are cost-effective because they provide information about literacy at a relatively low additional cost – it is not costly to add a literacy question to a census that is usually conducted every five or 10 years.

However, there are several examples in the national EFA reports from the Pacific that suggest that self-reported literacy rates do not reflect rates of functional literacy. A survey conducted in Vanuatu's Shefa Province to measure youth literacy found that although 85 per cent of survey respondents said they were literate, only 28 per cent passed the literacy test. Of the survey respondents who had attended primary school, only 20 per cent were assessed to be literate, while 47 per cent were assessed to be semi-literate, and 33 per cent were assessed to be non-literate (Vanuatu Ministry of Education, 2014, p. 28).

Similarly, although the Marshall Islands has a high primary school enrolment rate and children there learn English from an early age, placement tests conducted by the College of Marshall Islands to assess the levels of literacy of new students placed the vast majority of the students in the lower developmental English class because their ability to read and write in English was low (see Figure 2.4.5).



**Figure 2.4.5:** Percentage of new students allocated to the different levels of English class at the College of Marshall Islands, 2009–2013



*Source:* Ministry of Education of the Republic of the Marshall Islands, 2014, p. 32.

These examples suggest that common measures of literacy (based on self-reporting or level of education) might not be accurate in the Pacific. To increase literacy, the PICTs must ensure that students in school develop and retain functional literacy skills and must provide opportunities for adults to continue to learn (through formal and informal channels).

## 2.5 EFA goal 5: Gender parity and equality in education

EFA goal 5 aimed to eliminate gender disparities in primary and secondary education by 2005, and sought to achieve gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality. Gender equality includes school environments that adequately cater for boys and girls, education that is free of any form of discrimination based on gender as well as equal opportunities for boys and girls to realize their potential. While some evidence of gender disparities has been presented in the discussion of the other goals, particular issues are highlighted here.

### 2.5.1 Gender disparities in access to and participation in formal education

Gender parity is usually measured using the gender parity index (GPI)<sup>14</sup> with the interval between 0.97 and 1.03 indicating parity between the genders. A GPI below 0.97 indicates a disparity in favour of males and a GPI above 1.03 indicates a disparity in favour of females. Gender disparities in access to and participation in education in the Pacific sometimes exist in favour of males and other times in favour of females, depending on the country and level of education.

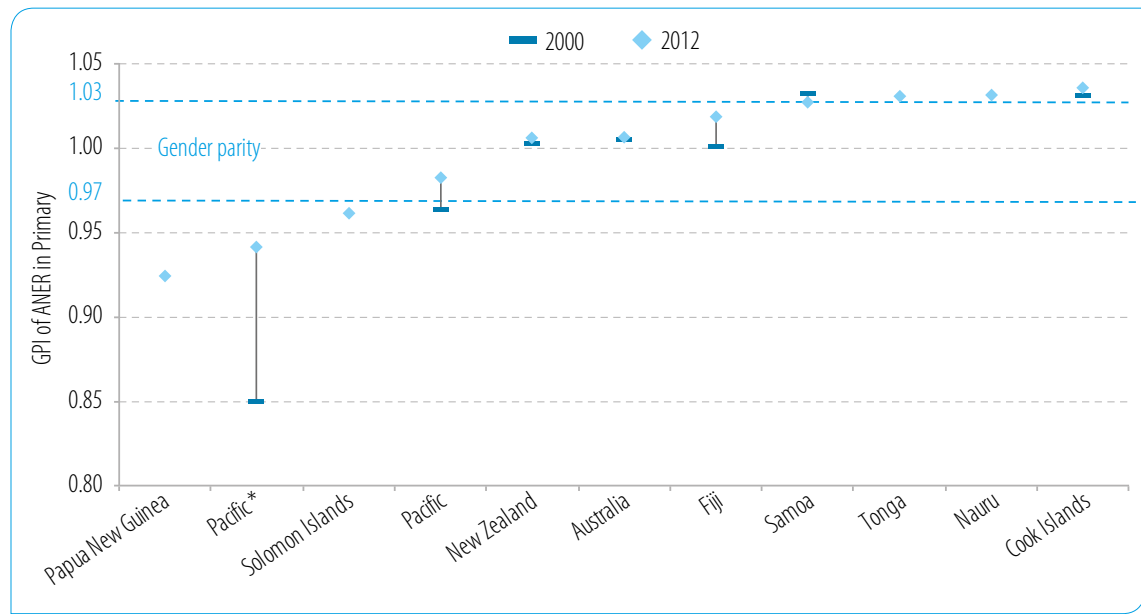
The GPIs of the adjusted net enrolment rate in primary education in PICTs indicate that, overall, there is a higher percentage of boys of the correct age enrolled in primary education than girls.

<sup>14</sup> Gender parity index: Ratio of female to male values of a given indicator.



This figure is influenced by the GPI of the primary ANER in PNG. While in 2012 most of the PICTs had achieved gender parity or were very close to the range of gender parity, the GPI of the primary ANER in PNG shows gender disparities in favour of boys, and, given the size of PNG's population, this had an impact on the GPI of primary ANER for the entire Pacific (excluding Australia and New Zealand), as illustrated in Figure 2.5.1.

**Figure 2.5.1:** Gender parity index of the adjusted net enrolment rates in primary education in countries in the Pacific, 2000 and 2012



**Note 1:** Pacific\* does not include Australia and New Zealand.

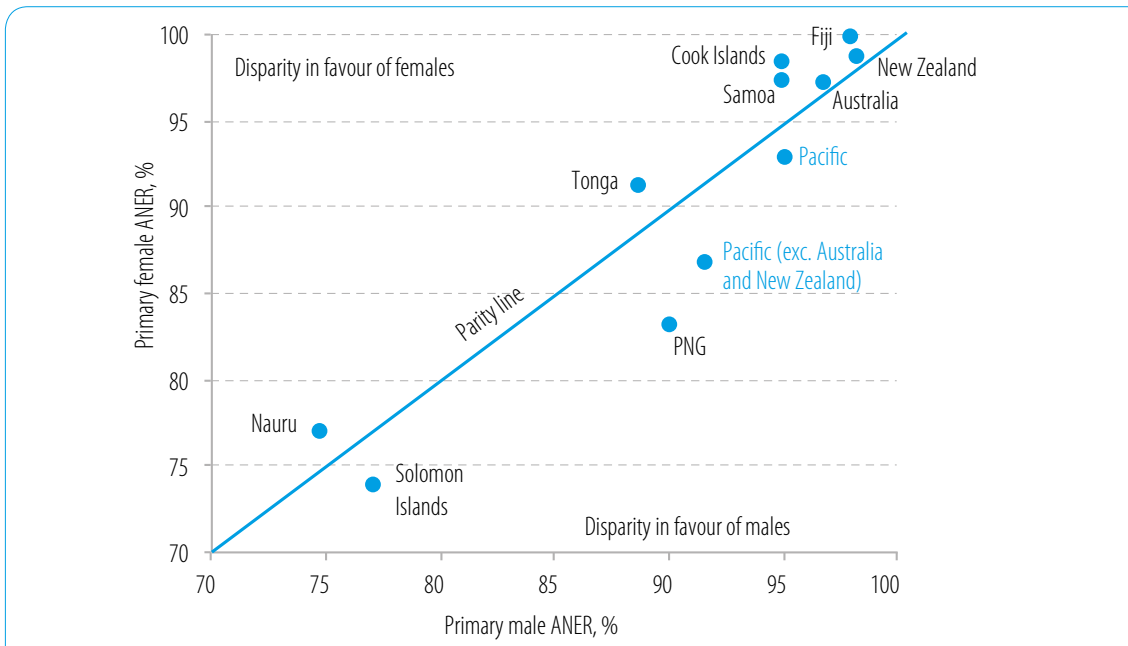
**Note 2:** Data for the Solomon Islands corresponds to 2005.

**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 2.

Using ANER data, we can look at gender disparities in the PICTs in a different format. Figure 2.5.2 shows the ANER for males and females in primary education in 2012. The diagonal line represents parity in enrolment rates between males and females. Countries that sit to the left of the line have a higher ANER for females than for males, and the opposite is true for countries that sit to the right of the line. The figure shows the same picture of gender disparities in the Pacific as Figure 2.5.1 does – in the Pacific as a whole there is a higher percentage of boys of the correct age enrolled in primary education than girls. The Pacific average in Figure 2.5.2 is dragged down and to the right by the gender disparity in PNG and the Solomon Islands.



**Figure 2.5.2:** Primary adjusted net enrolment rates for males and females in countries in the Pacific, 2012



**Note:** Data for the Solomon Islands corresponds to 2005.

**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 2.

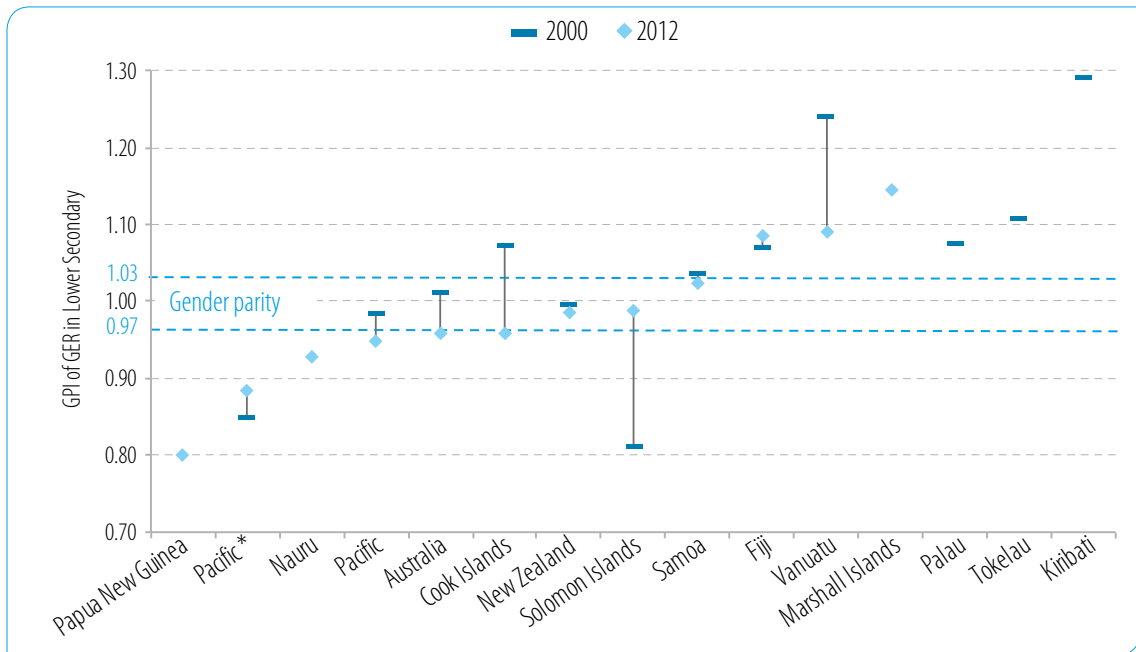
Other countries also demonstrate gender disparities, but in favour of girls, although for most of the PICTs these differences are within the range of gender parity between 0.97 and 1.03 (according to the UIS definition). These disparities may be a reflection of the fact that although the Pacific is a small region in terms of population, there are great variations between the countries and in the challenges they face, particularly in terms of the factors that affect the participation of boys and girls in primary education.

Figure 2.5.3 shows the GPI of the GER in lower secondary education in 2000 and 2012 in the PICTs. The disparities in this figure are not directly comparable with those in Figure 2.5.1 since the GER is used instead of the ANER (due to a lack of comparable data for ANER at the lower secondary level). This figure does, however, illustrate that in the Pacific as a whole, there is a higher percentage of boys enrolled in lower secondary school than of girls. PNG and Nauru show gender disparities in favour of boys, but some countries have apparent disparities in favour of girls, including RMI, Vanuatu and Fiji. The Solomon Islands, Vanuatu and Cook Islands made good progress towards gender parity during the period from 2000 to 2012.





**Figure 2.5.3:** Gender parity index of gross enrolment ratios in lower secondary education in countries in the Pacific, 2000 and 2012



**Note:** Pacific\* does not include Australia and New Zealand.

**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 3.

For the post-secondary and TVET levels, the country review reports illustrated gender disparities through examples of males or females being over-represented in certain TVET courses (e.g. fisheries programmes and nursing programmes). This does not necessarily demonstrate inequality in terms of opportunity or choice, but could reflect pressure on boys and girls to conform to societal expectations about appropriate occupations for males and females. In Vanuatu, for example, more females choose to gain qualifications in nursing and teaching, while more males choose maritime and agriculture occupations (Vanuatu Ministry of Education, 2014). Similarly, in Tuvalu the majority of men receive training in maritime occupations while women receive qualifications in teaching and nursing (Tuvalu Ministry of Education, Youth and Sports, 2014).

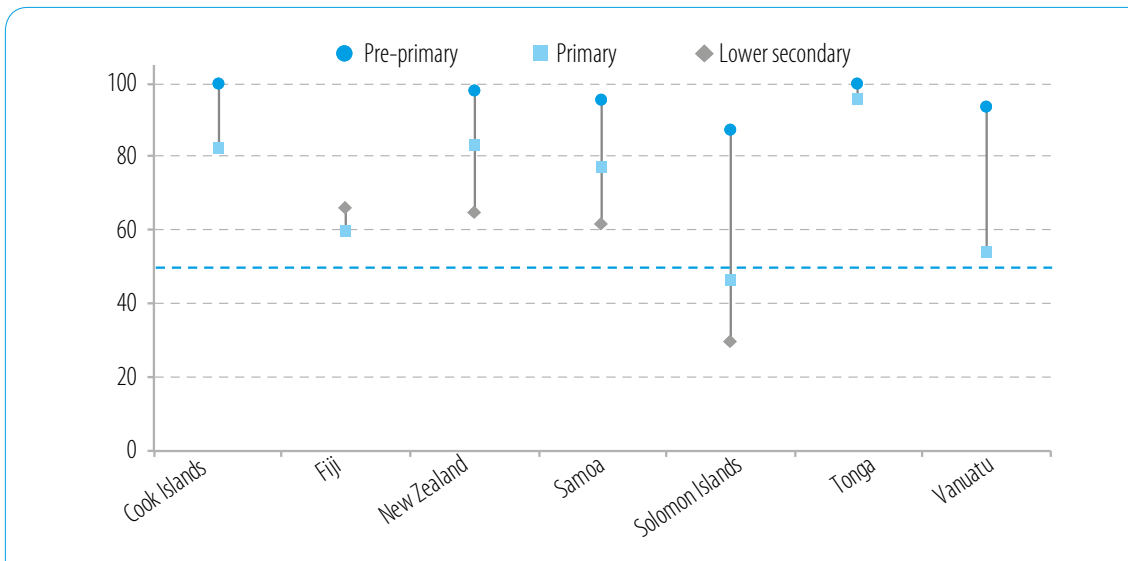
The national EFA reports from 11 of the 15 PICTs note that their countries are addressing the issues surrounding gender disparities and have stated a commitment to achieving gender equality in their national development plans or strategies or national education plans or strategies. Some countries, such as PNG and Vanuatu, have a gender-specific policy for education. The PNG EFA report noted, however, that implementation of the policy is problematic.

## 2.5.2 Unequal numbers of male and female teachers in the Pacific

In general, there are many more female teachers in the Pacific than male, but the extent of the gap varies between countries and between levels of education. Figure 2.5.4 shows the percentages of female teachers in pre-primary, primary and lower secondary education in PICTs for which comparable data exist.



**Figure 2.5.4:** Percentage of teachers who are female in selected countries, by level of education



**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 5.

As illustrated in Figure 2.5.4., teachers in pre-primary education are predominantly female. In the Cook Islands and Tonga there are no male pre-primary teachers at all. At the primary level, females make up a higher percentage of the total number of teachers than males but the difference is not as large as for pre-primary education. In Tonga, Cook Islands and Samoa the majority of primary teachers are female. In Solomon Islands and Vanuatu, the numbers are more even.

In the lower levels of secondary education, there is a higher percentage of male teachers than female teachers. In Samoa, 38 per cent of teachers at the lower secondary level were male (in 2010) and in Solomon Islands 70 per cent of teachers were male (in 2010). In contrast, in Fiji 66 per cent of teachers in lower secondary education were female (in 2012), which is a higher percentage than for primary education in that country.

## 2.6 EFA goal 6: Quality of education

EFA goal 6 aims to improve all aspects of the quality of education to ensure recognized and measurable learning outcomes are achieved by all. Progress against this goal is usually measured in two ways. The first way is to measure changes in key inputs into education, such as the proportion of trained teachers and their qualifications; the number and condition of classrooms and other facilities; and the availability of learning resources, such as textbooks. The second method is to measure changes in the learning outcomes of students, by assessing their abilities in literacy, numeracy and life skills.

No comprehensive time series data exist for either of these two methods, which makes it difficult to draw conclusions about whether learning outcomes have improved over the last 15 years. However, the data that is available do provide some information on measurable characteristics of quality education in the region. These data suggest that, in general, the PICTs have not sufficiently improved the quality of education, and as a result, many children, youth and adults are not yet able to demonstrate adequate abilities in literacy, numeracy and life skills. These data are discussed below.



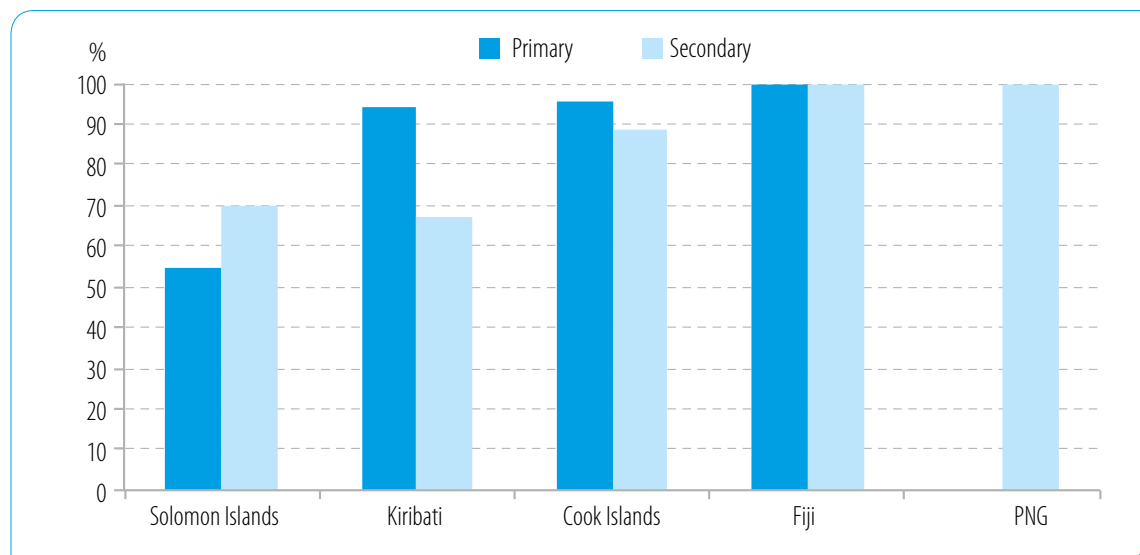
## 2.6.1 Inputs into education

### 2.6.1.1 Trained teachers

Adequate numbers of well-trained, appropriately-qualified and highly-skilled teachers are necessary for students to learn when they attend school.<sup>15</sup> While comparable data is not available in the Pacific to measure the characteristics of skilled teachers, such as enthusiasm, creativity, and dedication, data exist regarding training and qualifications, and it has been found that more teachers in the Pacific are trained now than in the past and, on average, teachers are better qualified.

Many countries in the Pacific have made concerted efforts in recent decades to increase the skills and capabilities of their teachers, particularly in primary and secondary schools. As a result, the proportion of teachers who are trained is high in some countries in the Pacific. For example, in PNG, 100 per cent of secondary teachers are trained, while in Fiji all primary and secondary teachers are trained (Figure 2.6.1).

**Figure 2.6.1:** Trained teachers as a percentage of the total for selected countries, 2012



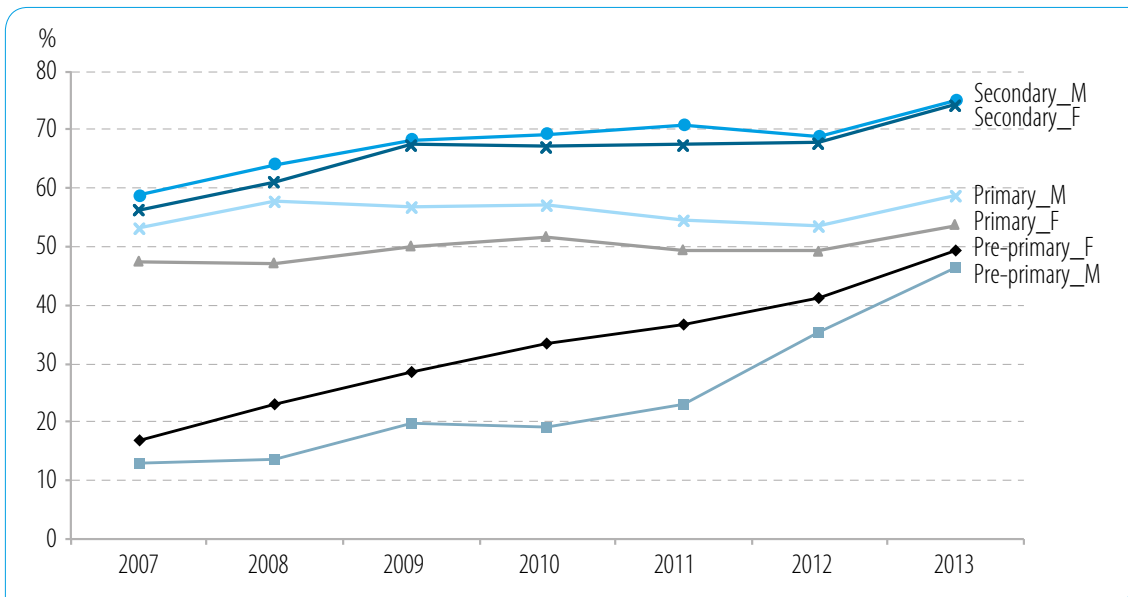
**Note:** Data for Kiribati corresponds to 2005.

**Source:** UNESCO Institute for Statistics, July 2014, Statistical Table 5.

Some countries in the region still have a high proportion of teachers who are not appropriately trained and certified to teach, however. In the Solomon Islands, for example, despite an increase since 2000 in the proportion of teachers at all levels of education who are certified to teach (see Figure 2.6.2), in 2013 there were still over 1,300 uncertified teachers at the primary level (around 40 per cent) (Solomon Islands Ministry of Education, 2014, p. 61).

<sup>15</sup> The terms 'trained', 'qualified' and 'certified' in this report are used according to national definitions, which can differ between countries. Therefore, minimum education qualifications and training content may also differ.

**Figure 2.6.2:** Percentage of total teachers in the Solomon Islands who are certified to teach, by sex and level of education, 2007-2013.

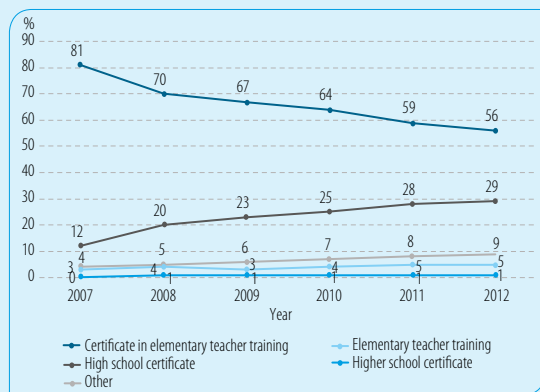


Source: Solomon Islands Ministry of Education, 2014, Table 26.

**Box 2.3:** Teacher qualifications in PNG

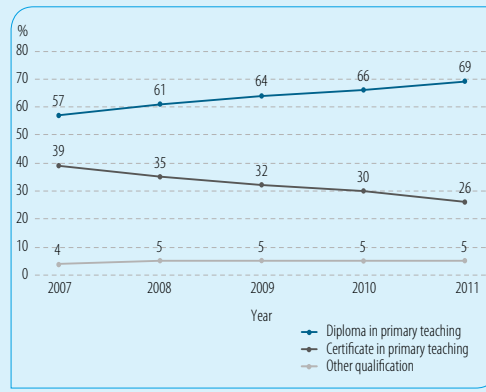
Primary school teachers in PNG are generally more highly qualified now than a decade ago, with a higher proportion of primary school teachers holding a diploma and a declining proportion holding a certificate. Similarly, a higher proportion of secondary school teachers hold a bachelor's degree. Of concern, however, is the falling proportion of elementary teachers with the required qualifications and a corresponding increase in the proportion with only a high school certificate.

**Figure 2.6.3:** Percentage of total elementary teachers by types of qualification



Source: PNG Education Info

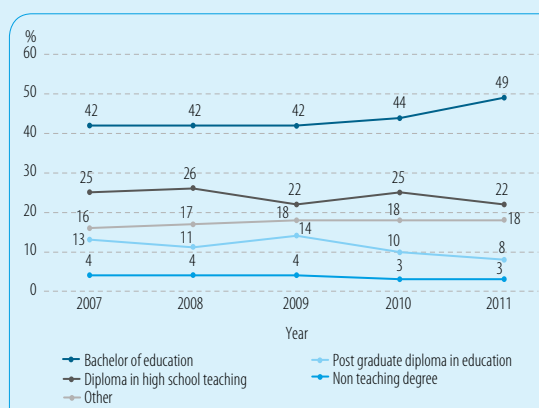
**Figure 2.6.4:** Percentage of total primary teachers by types of qualification



Source: PNG Education Info



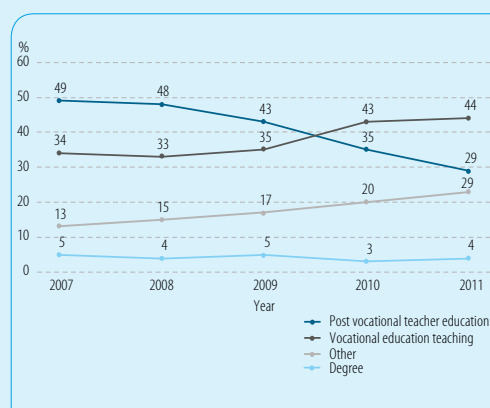
**Figure 2.6.5: Percentage of total secondary teachers by types of qualification**



Source: PNG Education Info

Source: Papua New Guinea Department of Education, 2015, Figures 37-40.

**Figure 2.6.6: Percentage of total vocational teachers by types of qualification**



Source: PNG Education Info

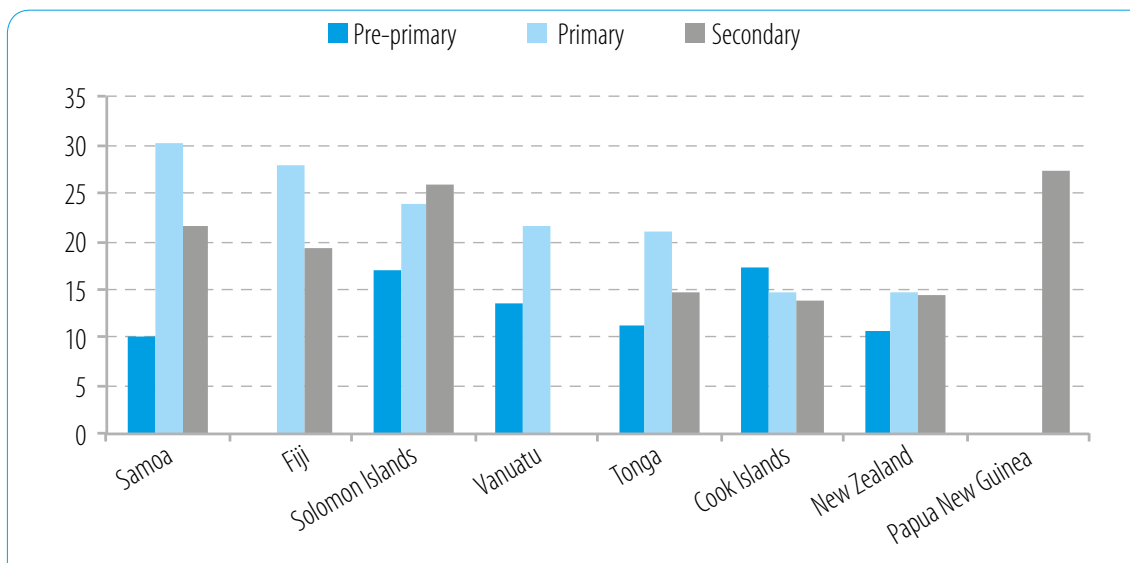
## 2.6.1.2 Pupil-teacher ratio

While evidence suggests that students are more likely to learn when there is a lower pupil to teacher ratio,<sup>16</sup> employing more teachers, so as to reduce class sizes, may not be the most cost-effective way to improve learning outcomes. Analysis of Programme for International Student Assessment (PISA) 2009 data found that reductions in class size are generally expensive and are a less efficient spending choice for improving learning outcomes than, for example, investing in the quality of teachers (OECD, 2011). Among the Pacific countries with recent data, all have national pupil-teacher ratios of less than 40:1 at the primary level and less than 30:1 at the secondary level. In some countries, pupil-teacher ratios are very low (for example, 8:1 for secondary education in Niue (2005) and less than 16:1 in secondary education in the Cook Islands (2012), Nauru (2005) and Tonga (2012)). These low ratios can reflect high per-student expenditure on education in countries where teacher salaries make up a large share of total expenditure on education (Figure 2.6.7 and Statistical Table 5).

<sup>16</sup> Class size can affect how much time and attention a teacher can give to individual students, as well as the social dynamics among students. However, research on class size has generally found a weak relationship between class size and student performance or with other variables, such as disciplinary climate or teacher-student relations. Class size also seems to be more important in the earlier years of schooling than it is for 15-year-olds. However, all other things being equal, smaller classes are generally beneficial (OECD, 2011).



**Figure 2.6.7:** Pupil-teacher ratios in selected countries by education level, 2012



**Source:** UNESCO Institute for Statistics, October 2014, Statistical Table 5.

National data mask geographical disparities in pupil-teacher ratios within countries, however. Fiji's EFA report notes that while rural pupil-teacher ratios are low, in urban areas the primary pupil-teacher ratio is around 40:1 (Fiji Ministry of Education, National Heritage, Culture and Arts, 2015, p.42). RMI's report similarly noted a higher pupil-teacher ratio in the capital city, Majuro, (19:1) than in the Outer Atolls (11:1) in 2012/13 (Ministry of Education of the Republic of the Marshall Islands, 2014, p. 19). Likewise, Funafuti in Tuvalu had a pupil-teacher ratio of 25:1 in 2013 compared to an average of around 16:1 on the other islands (Tuvalu Ministry of Education, Youth and Sports, 2014, p. 68).

Attendance and learning outcomes benefit not only from having reasonable pupil-teacher ratios, but also from a balance of male and female teachers in schools. As discussed in Section 2.5, data from certain countries in the Pacific indicate that in pre-primary education there are many more female teachers than male. In the Cook Islands and Tonga, for example, all pre-primary education teachers are female. For primary and secondary education, the countries with recent data record more female teachers than male, with the exception of the Solomon Islands. In Samoa and the Cook Islands, for example, more than 75 per cent of primary teachers are female, and in Fiji 66 per cent of the lower secondary teachers are female.

### 2.6.1.3 Improved water and sanitation in schools

Although providing access to clean water and toilets has been shown to promote attendance and reduce drop-out from schools, not all countries of the Pacific are able to provide such access to all students. The EFA 2015 review reports of six of the PICTs made reference to the challenge of ensuring all schools have a clean and reliable water supply and enough toilets. For example, in Vanuatu around 20 per cent of pre-primary, primary and secondary schools do not have access to an improved water source and rely on either a river or stream or a well with non-potable water. In Kiribati, schools without a piped water supply are required to have a water tank with the capacity to supply at least two litres of water per person (students and teachers) for 60 days. However, of the 93 primary schools in the country, only seven complied with this standard in 2013. The PNG EFA 2015 review report noted that of the 214 schools surveyed in 2012, 87 per cent had drinkable

water on the day of the survey but only 70 per cent had water all year round (up from 58 per cent in 2002).

Adequate toilet facilities are considered to be particularly important for the retention of girls in upper primary and secondary education, but in some countries of the Pacific these facilities are not provided. In PNG, for example, some schools have only one toilet for more than 40 girls, and in Vanuatu the average pupil-toilet ratio for girls in primary schools was 37:1 (and 45:1 for boys) in 2011. In the Solomon Islands, anecdotal evidence presented in the national EFA report suggests that some schools do not have any toilets at all and that it was generally accepted that teenage girls stay home while menstruating and consequently miss many days of school. In Kiribati, schools are required to have at least one toilet for every 40 girls and one toilet for every 60 boys, as well as hand-washing facilities located close to the toilets. In 2011 only 5 per cent of schools were found to meet the requirements for girls and only 8 per cent for boys. In the remote Linnix District, none of the schools had adequate facilities. The national EFA reports from Fiji and the Solomon Islands noted that rural schools were more likely to be lacking in water and sanitation facilities than urban schools. In contrast, Tuvalu reported that most, if not all, schools, both in Funafuti and in the outer islands, have adequate water and sanitation facilities, largely as a result of funding (between 1992 and 2009) from the European Union (EU) for upgrading primary school infrastructure. Maintenance of toilet facilities is another important issue in the Pacific, as although most schools have toilets, they often do not function.

## 2.6.2 Outcomes of education

### 2.6.2.1 Learning outcomes – PILNA results

The Pacific Islands Literacy and Numeracy Assessment (PILNA)<sup>17</sup> results provided a snapshot of the levels of literacy and numeracy in the Pacific at both the regional and national levels.<sup>18</sup> The results also captured variations in literacy and numeracy between girls and boys and between students living in urban and non-urban environments.

Results from the PILNA were reported using three categories:

1. Performing at the expected level: Pupils who demonstrated the skills expected at the year level (referred to as “expected” in figures below).
2. Working towards the expected level: Pupils who partially demonstrated the skills expected at the year level (referred to as “Below Exp.” in figures below).
3. Not yet working towards the expected level: Pupils who were not able to demonstrate the minimum skills expected and were critically underperforming at the year level (referred to as “critical” in figures below).

The PILNA results show that, for the Pacific region as a whole, one in two students with six years of primary education performed below the expected level (i.e. ‘Below Exp.’ and ‘Critical’) in

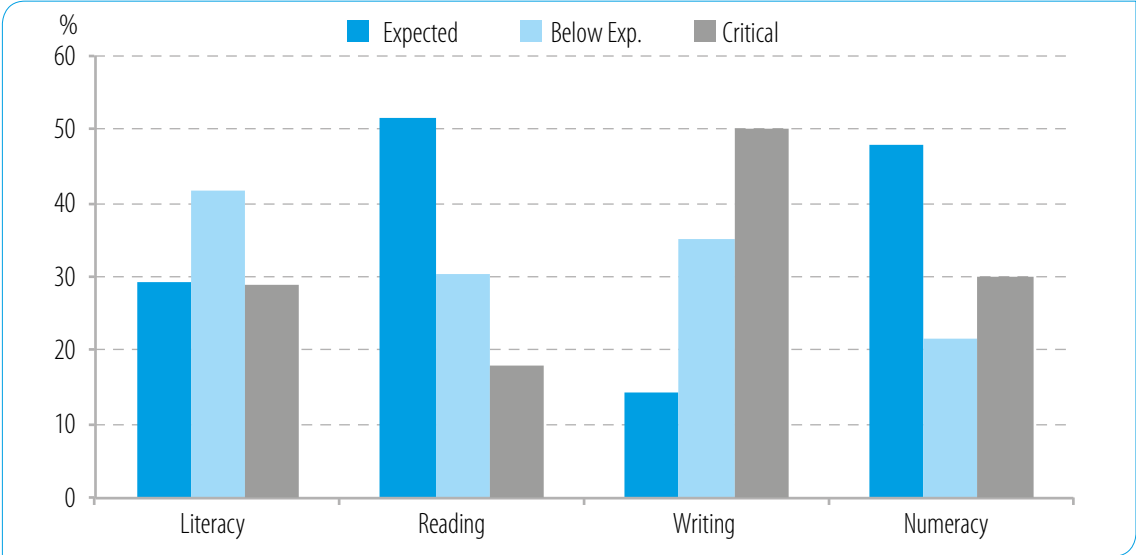
17 The PILNA was administered across 14 PICTs in 2012 to determine baseline levels of literacy and numeracy in the Pacific for students who have completed four and six years of primary education. The 14 countries that participated were: the Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Papua New Guinea, Samoa, the Solomon Islands, Tokelau, Tuvalu and Vanuatu.

18 The PILNA defined literacy as the ‘knowledge and skills necessary to empower a person to communicate through any form of language of their society, with respect to everyday life’, and defined numeracy as the ‘knowledge and skills necessary to empower a person to be able to use numbers in mathematical processes, as well as the language of mathematics, for a variety of purposes, with respect to everyday life’ (SPBEA, 2013a, p.2).



numeracy and around two in three students with six years of primary education performed below the expected level (i.e. 'Below Exp.' and 'Critical') in literacy (Figure 2.6.8). Of the two elements of literacy that were measured, students performed significantly better at reading than writing, with around half of the students with six years of primary education performing at the expected level for reading compared to only 14.5 per cent for writing.

**Figure 2.6.8:** Pacific aggregate PILNA results for students who have completed six years of primary education, by category (%)



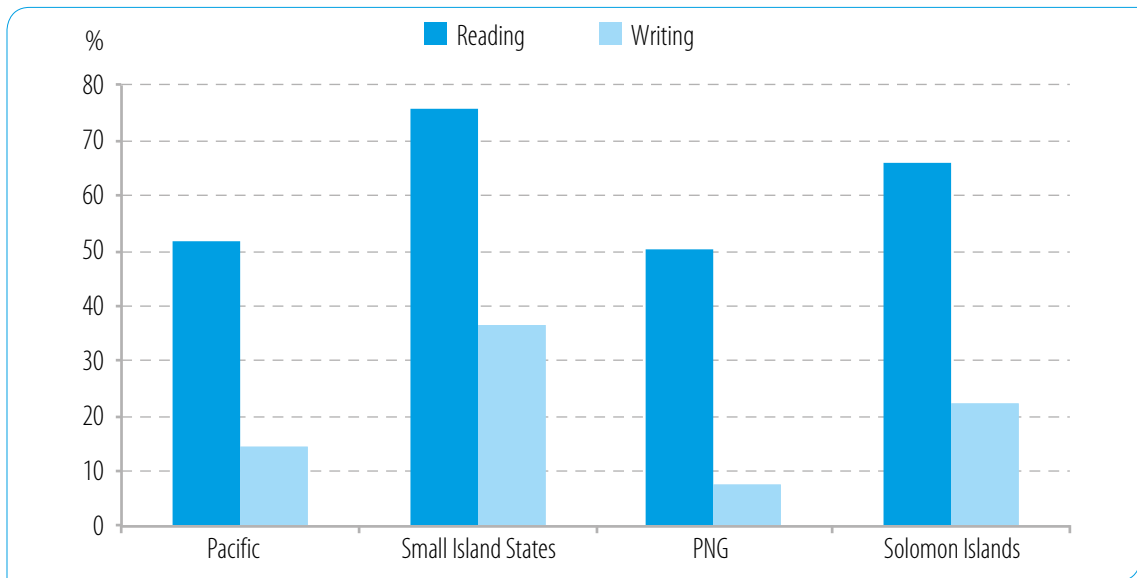
*Source:* Secretariat of the Pacific Board for Educational Assessment (SPBEA), 2013a, b, c.

These aggregate results hide the variations that exist between the countries in the Pacific and between groups within the countries. Separate PILNA results were published for PNG and for the Solomon Islands and aggregate results were published for the three 'PaBER' countries: PNG, the Solomon Islands and Samoa, as well as for six 'Small Island States' (the Cook Islands, Nauru, Niue, Palau, Tokelau and Tuvalu). According to the PILNA results, students in the six 'Small Island States' performed better than those in PNG, in the Solomon Islands and in the Pacific as a whole in both reading and writing. Figure 2.6.9 illustrates this difference. This sub-regional aggregate ('Small Island States') might be masking differing results for one or more of these six states, however.





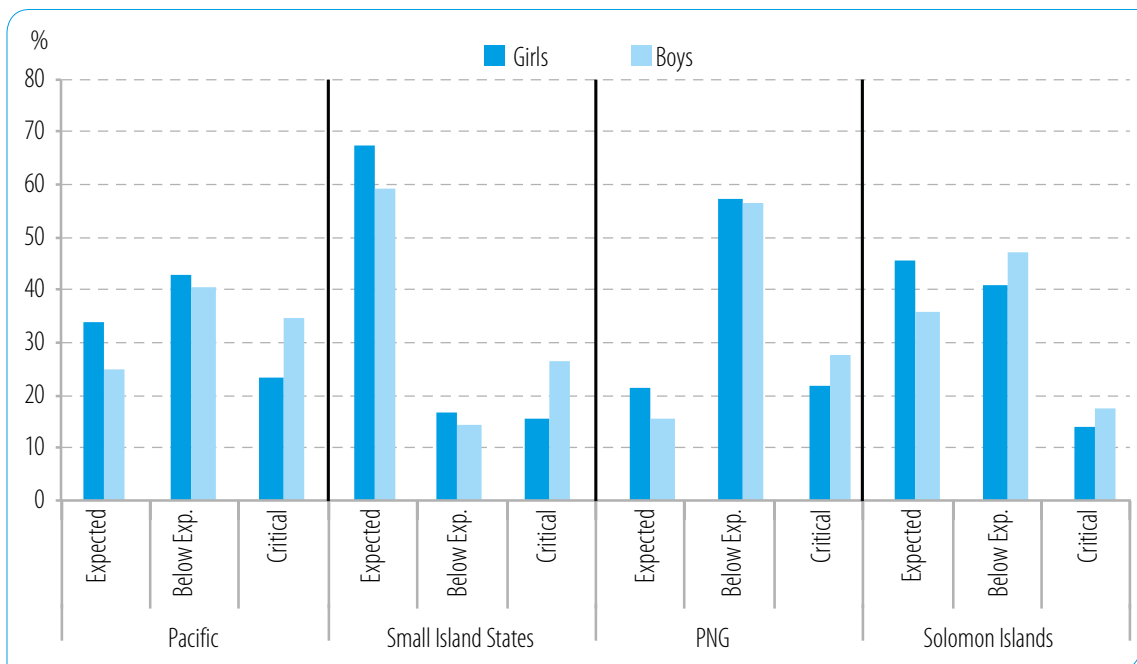
**Figure 2.6.9:** Percentage of students performing at the expected level for reading and writing after six years of primary education, by country or aggregate grouping



Source: SPBEA 2013a, b, c.

When the PILNA results are disaggregated by sex and by type of location (urban and non-urban), differences in results can be seen between the various groups. For literacy, girls performed better than boys in the ‘Small Island States’, in PNG and the Solomon Islands and for the Pacific as a whole, where 33 per cent of girls were assessed as performing at the expected level for literacy compared to 24 per cent of boys. In the Pacific, more than 34 per cent of boys were assessed as not yet working towards the expected level, i.e. were critically below expectations, compared to 23 per cent of girls (Figure 2.6.10).

**Figure 2.6.10:** PILNA literacy results, by category, country or aggregate grouping, and sex (%)

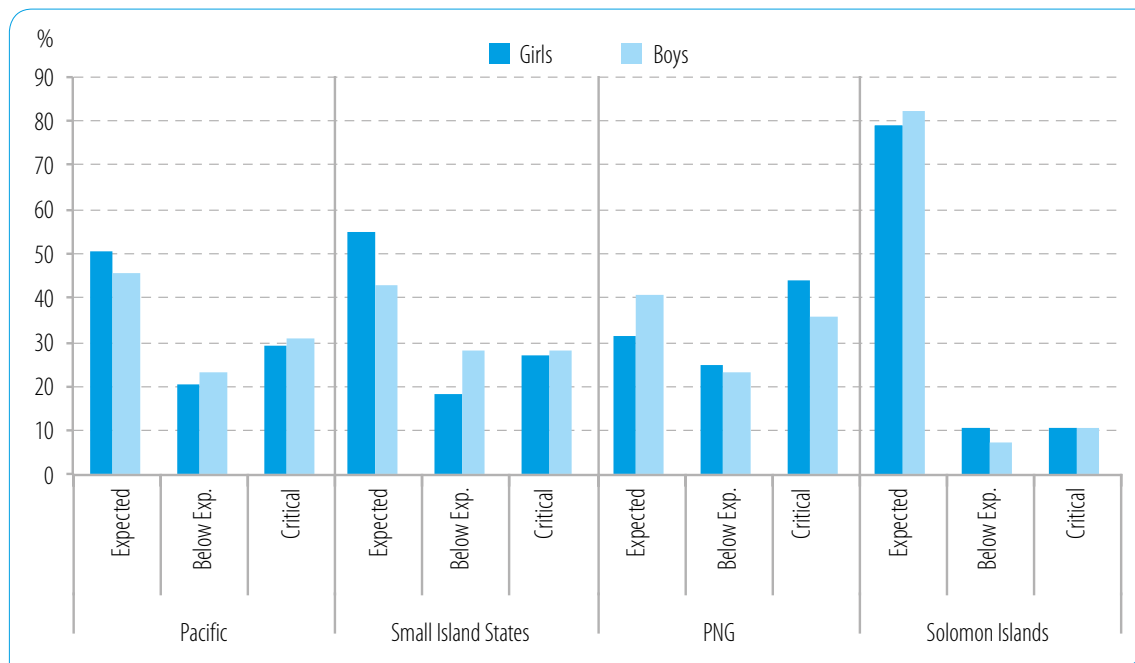


Source: SPBEA 2013a, b, c.



For numeracy, girls did not always outperform boys (Figure 2.6.11). Although girls performed better in the Pacific on average (with 50 per cent of girls performing at the expected level compared to 46 per cent of boys) and also performed better in the small island states (with 55 per cent of girls performing at the expected level compared to 43 per cent of boys), in PNG and the Solomon Islands a higher percentage of boys than girls performed at the expected level. For example, in the Solomon Islands, 83 per cent of boys performed at the expected level compared to 79 per cent of girls. The difference (four percentage points) is small, however, especially given the exceptionally strong numeracy performance of students in the Solomon Islands compared to the Pacific as a whole.

**Figure 2.6.11: PILNA numeracy results, by category, country or aggregate grouping, and sex (%)**

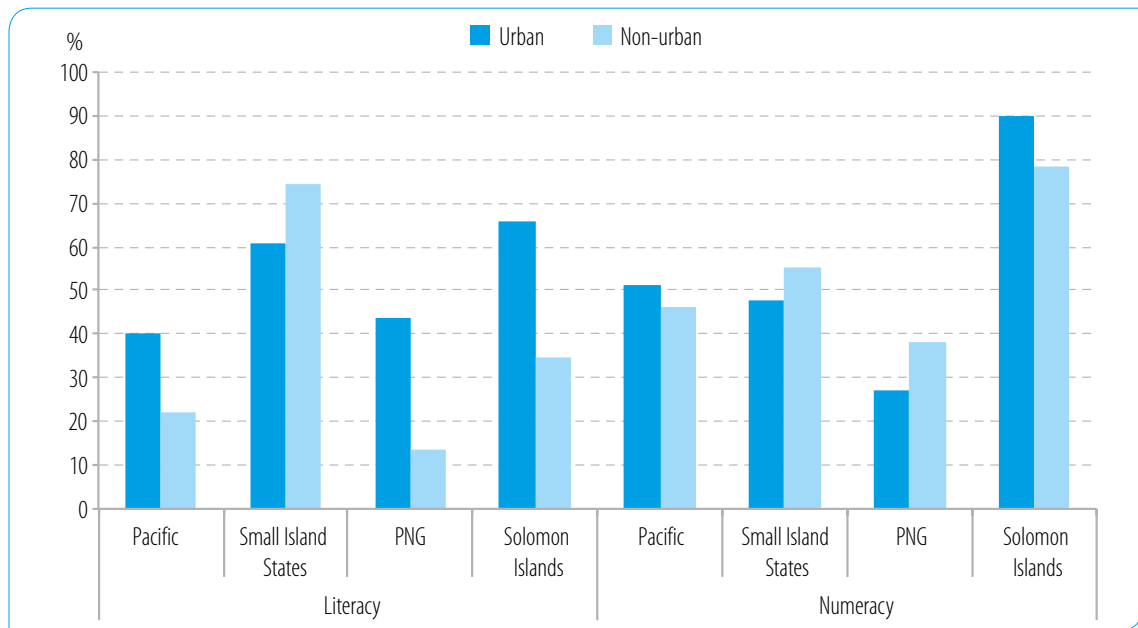


Source: SPBEA 2013a, b, c.

According to available data on school location, children in the Pacific who live in urban locations performed better in PILNA on average than those who live in non-urban locations, with 40 per cent of children performing at the expected level in literacy and 51 per cent in numeracy in urban locations compared to 22 per cent for literacy and 46 per cent for numeracy in non-urban locations. In PNG and the Solomon Islands, the difference in performance between children living in urban and non-urban locations was even greater. In PNG, 44 per cent of children in urban locations performed at the expected level for literacy compared to 14 per cent in non-urban locations. In the Solomon Islands, the corresponding percentages were 66 per cent for urban locations and 35 per cent for non-urban locations. In contrast, children in non-urban locations in PNG performed better in numeracy, while those in non-urban areas in the 'Small Island States' performed better in both literacy and numeracy (Figure 2.6.12).



**Figure 2.6.12:** PILNA results, by category, country or aggregate grouping, and location (%)



Source: SPBEA 2013a, b, c.

### 2.6.2.2 Learning outcomes – National assessments

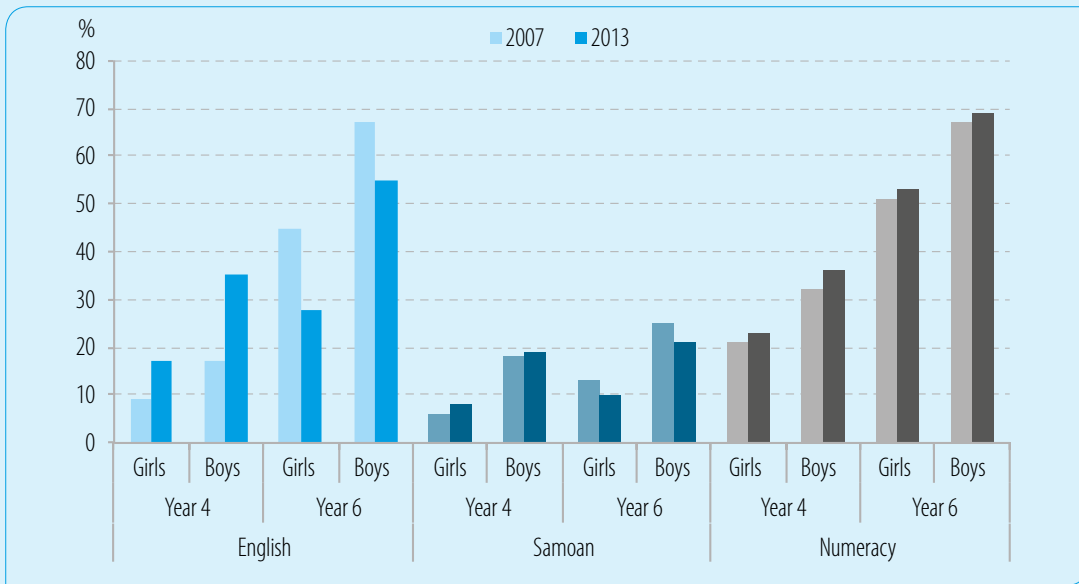
All countries in the Pacific conduct national assessments at various levels within their education systems. These assessments are often conducted at Years 4 and 6 and are intended to assess whether students are mastering the basic literacy, numeracy and language skills expected of them at those levels. Some countries in the region also have examinations or assessments at the end of primary education (which is at Year 6 in some countries and Year 8 for others), which serves as a selection tool for secondary education. All countries conduct examinations in the senior years of secondary for the purposes of selection into higher years and for awarding secondary school certificates, which generally allow access into tertiary and other further education. While the results of national assessments cannot be easily compared between countries (with the exception of the final secondary school assessment), they are an important tool for analyzing changes in student performance within countries over time, across districts and between groups. Case studies are presented in Box 2.4 and Box 2.5 as examples of the type of information that countries are collecting based on their assessments.

#### Box 2.4: Case study: Education assessments in Samoa

Samoa conducts a number of assessments across the primary and secondary levels to assess student proficiency in key learning areas and for individual subjects. In Years 4 and 6 of primary school, Samoa conducts the Samoa Primary Education Literacy Levels (SPELL) Tests for English, Samoan and Numeracy (Figure 2.6.13). The results for 2007 and 2013 show a significant increase in the percentage of students in Year 4 who were considered to be at risk in English but show a decrease for this subject among students in Year 6. Smaller changes were seen over this period for Samoan and Numeracy. In all three subjects and for both Year 4 and Year 6, a higher percentage of boys were at risk than of girls. For example, 69 per cent of boys in Year 6 were considered to be at risk in Numeracy, while 53 per cent of girls were considered to be at risk.



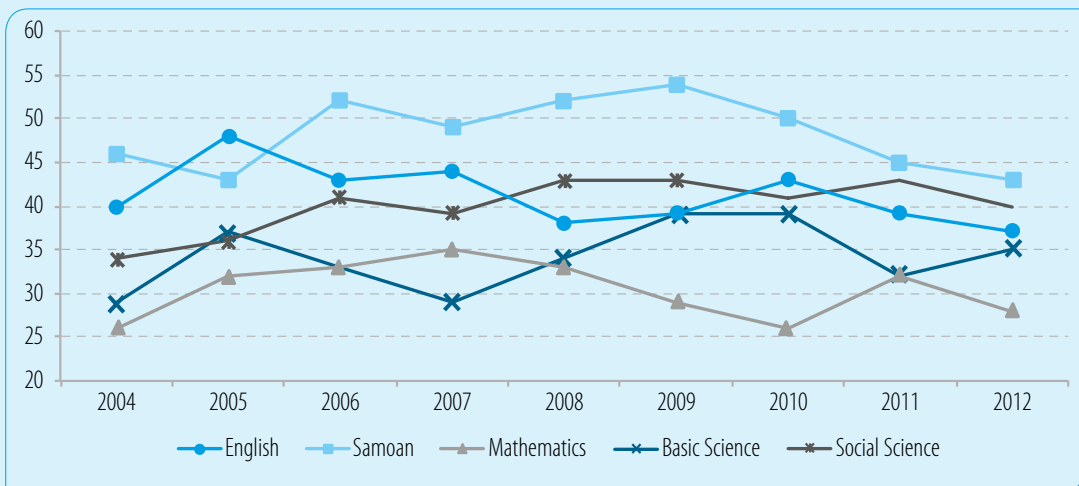
**Figure 2.6.13:** Percentage of students considered to be at risk, by subject area, year of study, and sex (2007 and 2013)



*Source:* Samoa Ministry of Education, Sports and Culture, 2014a, pp. 8–9.

Until 2012, Samoa conducted the Year 8 National Examination as part of the selection process for entry into secondary school. As illustrated in Figure 2.6.14, in every year except 2005, Year 8 students performed most strongly in Samoan, and in every year except 2007, students performed worst in mathematics.

**Figure 2.6.14:** Year 8 National Examination results, by subject, 2004–2012



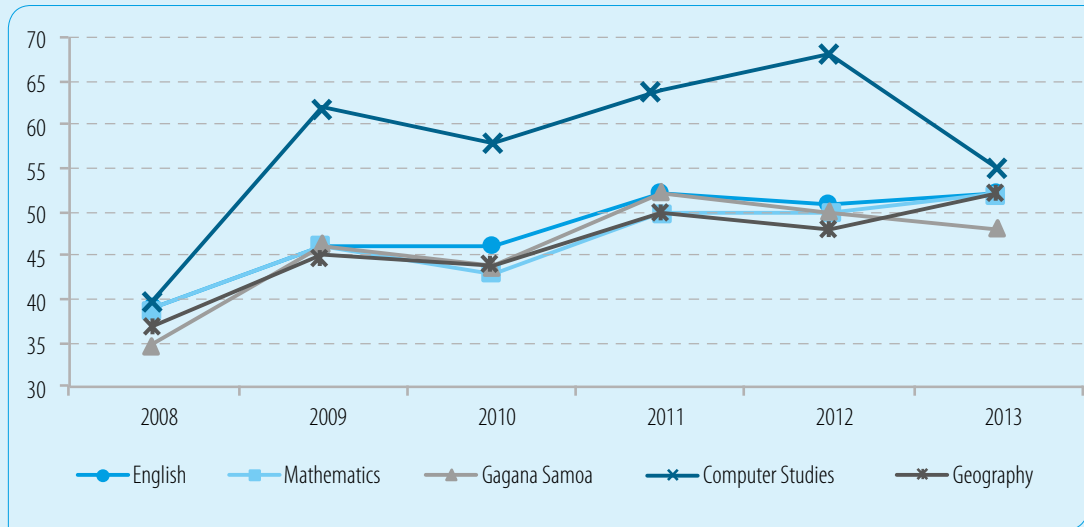
*Source:* Samoa Ministry of Education, Sports and Culture, 2014a, p. 1.

National examinations take place in Year 12 for selection to Year 13. In 2013, the most popular subjects were English, mathematics, Samoan language, computer studies and geography (English is compulsory), with average scores of 41, 19, 61, 42 and 38 per cent respectively.

National examinations also take place in Year 13, and average scores were trending up for most subjects over the six years between 2008 and 2013 (Figure 2.6.15).



**Figure 2.6.15:** Average scores from Year 13 National Examination for the top five most popular subjects, 2008–2013



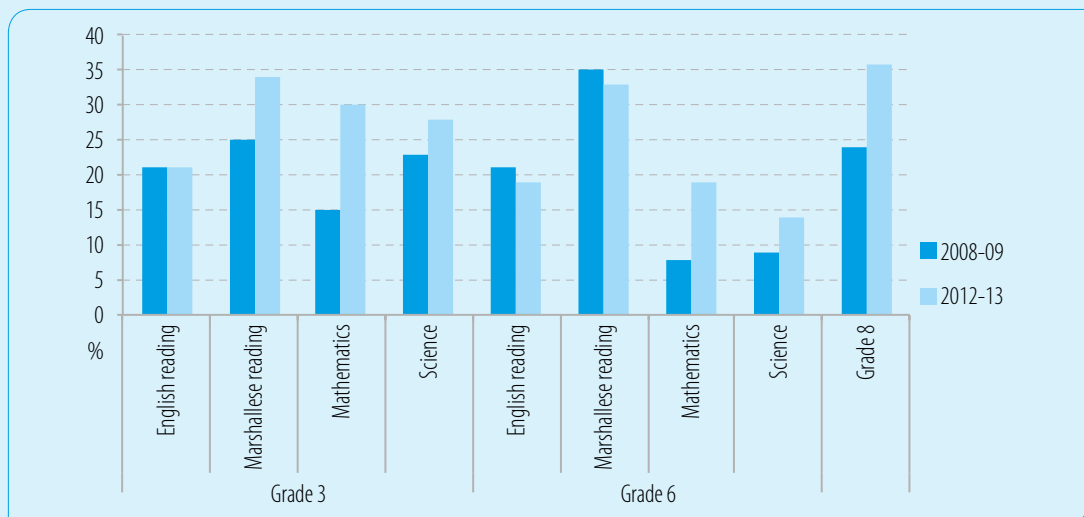
Source: Samoa Ministry of Education, Sports and Culture, 2014a, p. 6.

**Box 2.5:** Case study: Rural-urban variations in examination results in Marshall Islands

The major form of assessment undertaken in primary schools in the Marshall Islands is the Marshall Islands Standards Assessment Test (MISAT) series. The MISAT is administered to students in Year 3 and Year 6 as four separate tests in English reading, Marshallese reading, mathematics and science. In Year 8, the MISAT is administered as one test that covers the same four content areas as well as social studies and an English writing test. This test functions as an entrance examination to public secondary schools.

The results of the MISAT from 2008/09 and 2012/13 are illustrated in Figure 2.6.16 and show that, on average, most students are failing to perform at the expected standards in Grades 3, 6 and 8. Encouragingly though, strong improvement can be seen in the results for Marshallese reading in Grade 3 and for mathematics in Grades 3 and 6. In addition, more students were found to be proficient or higher in the Grade 8 entrance exam in 2012/13 (36 per cent) than in 2008/09 (24 per cent). The lack of improvement in English reading scores in both Grades 3 and 6 is cause for concern, however.

**Figure 2.6.16:** Percentage of students scoring proficient or higher in the MISAT, 2008/09 and 2012/13, by grade and subject

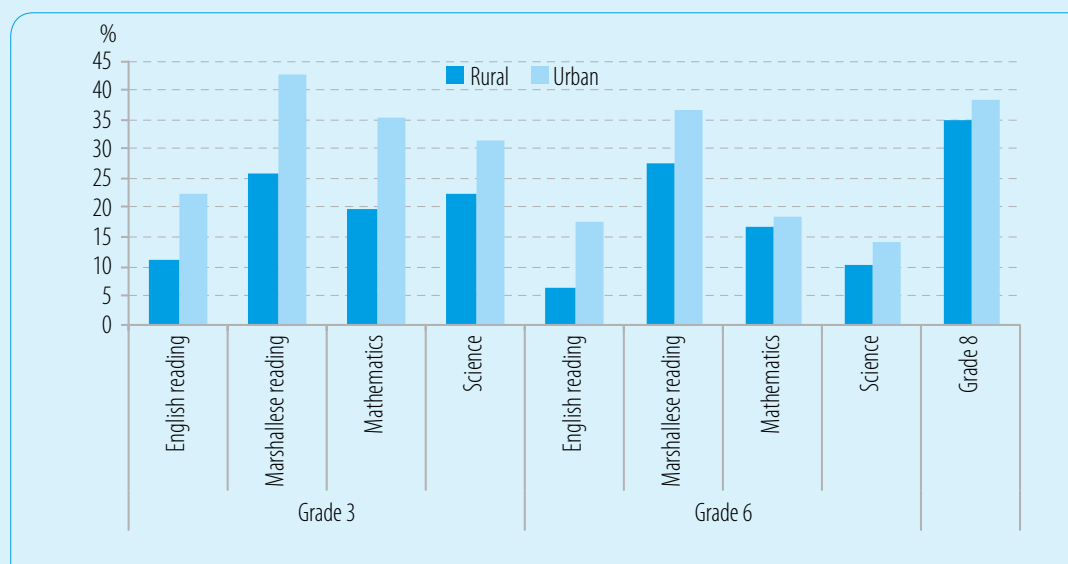


Source: Ministry of Education of the Republic of the Marshall Islands, 2014, pp. 19–20



Stark differences between rural and urban regions can be seen when the results are disaggregated by location. As illustrated in Figure 2.6.17, students in schools in urban areas, including in Majuro and Kwajalein, performed much better than those in rural locations in the outer islands.

**Figure 2.6.17:** Percentage of students scoring proficient or higher, by grade, subject and location (2012/13)



Source: Ministry of Education of the Republic of the Marshall Islands, 2014, pp. 20-21

### 2.6.2.3 Learning outcomes – relevance to labour market demand

To be effective in enabling graduates to find employment, TVET systems need to achieve a good alignment between the supply of skills and demand for them. Provider responsiveness to employer demand is dependent on sound labour market analysis, including macro-level labour demand forecasts and information provided through direct relationships between employers and training providers. Reliable information relating to trends in Pacific labour markets is lacking, however. This lack of data makes it extremely difficult to accurately assess labour market trends and design relevant skill development policies and programmes (FEEdMM, 2014).

To inform the design and implementation of its regional and country programmes, Australia commissioned a study titled ‘Identifying the Skill Needs of Eight Pacific Countries together with Australia and New Zealand’. Using the most recent national census data provided by national authorities, the study analysed various factors, including labour market demand, skills gaps and shortages, in Fiji, Kiribati, Nauru, Samoa, the Solomon Islands, Tonga, Tuvalu and Vanuatu for three occupational groups (managers, professionals and technicians and trades workers) in the engineering, manufacturing, construction and maritime industries, with a less detailed focus on the education and health sectors. The study was completed in January 2014. Three findings of particular interest were that: (a) the proportion of the major skills-based occupations with post-school qualifications in each country varied significantly; (b) in almost every case where a comparison was made, a higher proportion of foreign workers had post-school qualifications compared to national workers, providing quantitative evidence that a skills gap existed between employer requirements and the skills available from the national workforce; and (c) education and training provision need to cater for increasing levels of emigration as well as meeting the demand for skills at home (FEEdMM, 2014).



Given that the informal sector is the dominant segment of the labour market in most PICTs, and that this is where most school-leavers will have to find work, it is considered necessary to also enhance skills for youth and adults in this sector. Enhancing skills development for youth and adults, so as to increase employment and self-employment in the informal economy, would enable them to actively participate in the economic and social development of their communities. Detailed data is lacking regarding employment and skills in the informal sector, however, particularly for agriculture and fisheries, which constitute a large part of informal economic activity. Some consider that the analysis of informal sector opportunities should be an essential element of any national TVET, skills development or human resource development plan (Grinsted, 2011).

### 2.6.3 Public spending on education

In general, education sector spending in the PICTs is financed by governments, with substantial assistance from development partners. According to a World Bank report (2006), government spending between 1997 and 2003 on health and education in nine PICTs as a percentage of GDP ranged, on average, between 8 per cent and 30 per cent (between 5 per cent and 18 per cent for education) and in most cases was at par or above spending for countries at similar levels of income, and certainly above the East Asia and Pacific average of 4.5 per cent. Social sector spending in the PICTs was also high as a proportion of total public expenditure. Most countries in the Pacific region spent over a quarter of their total public expenditure on education and health, and education spending ranged between 12 per cent and 25 per cent. The World Bank report included findings on government spending and donor aid commitments to estimate the total per capita resources for education and health (average annual government recurrent expenditures for education and health and average annual aid per capita for education and health between 1997 and 2003), both in the Pacific and in comparison groups (other small island countries and low income countries with abundant aid).<sup>19</sup> The World Bank found that the Pacific had much higher resources (e.g. USD37.20 of the average annual aid per capita for education and health, compared to USD18.60 in other small island countries and USD8.00 in low income countries with abundant aid, between 1997 and 2003). The report noted that other small island countries were also generously supported, which was perhaps a consistent feature in low population settings, where economies of scale were absent, and government overheads consumed large proportions of assistance.

Table 2.6.1 presents information about education budgets and expenditures in the PICTs. It should be noted that the figures in Table 2.6.1 are not comparable between the countries. This is because in each country the coverage of the education sector (e.g. ECCE, primary, secondary and higher education), sources of funding (government and/or donors) and types of funding (recurrent and/or capital) are different.<sup>20</sup> Although detailed data are not available, the national EFA reports indicate that funding from development partners constitutes a large part of education spending in most PICTs.

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19 The World Bank report covered nine countries (Fiji, Kiribati, RMI, FSM, Palau, Samoa, the Solomon Islands, Tonga and Vanuatu) in the Pacific, 10 other small island countries (Belize, Comoros, Djibouti, Dominica, Dominican Republic, Guyana, Haiti, Maldives, Sao Tome & Principe and St. Vincent and Grenadines), and three low-income countries with abundant aid (Madagascar, Uganda and Zambia).

20 Due to a lack of detailed information relating to public spending on education in the national EFA reports and difficulties in calculating comprehensive and comparable data, this report simply includes information about education budgets or expenditure, that were included in the national EFA reports.



**Table 2.6.1: Education budget or expenditure in PICTs**

Country	Education budget / expenditure
Cook Islands	Both the 2013 Public Expenditure Review of Education and the 2013 Forum Compact Peer Review note that the current levels of education expenditure by government (3.4 per cent of GDP and 11 per cent of appropriation) are disproportionately low compared to other countries (developing and developed countries).
Fiji	The education sector budget as a percentage of the national budget was 14.4 per cent in 2013 and 15.8 per cent in 2014.
Kiribati	The total public expenditure on education as a percentage of GNP was 10.1 per cent in 2011 and 8.1 per cent in 2012.
RMI	Education in the RMI is heavily dependent on funds provided by or authorized under the Compact of Free Association between the US and RMI. In fiscal year 2013, the Ministry of Education's budget consisted of 16 per cent from the RMI General Fund and 84 per cent from the Compact-related funds.
PNG	The percentage of full government funding for basic education was 9 per cent in 2012 and the post-basic education budget, as a percentage of the whole government budget, was 5.6 per cent in 2012. The expenditures for basic education and post-basic education as a percentage of GDP were 4 per cent and 2.5 per cent respectively in 2012.
Samoa	The public expenditure on education (primary and secondary education) as a percentage of total government expenditure was 19 per cent and the public expenditure on education (primary and secondary education) as a percentage of GDP was 5 per cent in 2012/13.
Solomon Islands	Spending on education as a share of nominal GDP was 10 per cent in 2012. The budget allocation to education as a percentage of the government budget was 17 per cent, while spending on education as a percentage of government expenditure was 24 per cent in 2012.
Tuvalu	Tuvalu has invested heavily from its own budget in education and has allocated, on average, 25 per cent of its total budget to education, exclusive of donor contributions.
Vanuatu	The government allocates around 6 per cent of GDP to education. The 2012 Annual Statistical Report showed that the Ministry of Education's budget, as a percentage of the total government budget (recurrent), was 24 per cent in 2010 and 27 per cent in 2012.

*Source:* National EFA 2015 Review Reports

## 2.7 Summing up

While analysis has been limited by the lack of education statistics, it can be concluded that the countries in the Pacific have made clear progress towards all six of the EFA goals. In general terms, participation in pre-primary education under EFA goal 1 has increased, and countries in the Pacific have made strong progress under EFA goal 2 (universal primary education), with the majority of primary aged students enrolled in school. Progress is also evident in EFA goal 3 (life skills and continuous learning) with more students participating in secondary education and other forms of further education. Some progress has been made under EFA goal 4 (adult literacy), although this is due mostly to more students passing through primary school than from targeted adult literacy and further education programmes. Progress under EFA goal 5 (gender parity and equality in education) is mixed across the countries and levels of education, with evidence of inequalities that favour boys in some instances and girls in others. Evidence of progress against EFA goal 6 (quality of education) can be seen when examining changes to the inputs required for quality education but is less evident when examining whether these inputs are resulting in positive changes in student learning outcomes.





# 3

## Review of EFA strategies in the region

This chapter describes the particular strategies utilized by countries in the Pacific to make progress under the EFA goals. In the first section, the twelve Dakar Framework for Action implementation strategies are used as a framework for looking at strategies used within the Pacific. The factors that enabled and constrained these strategies are then discussed, followed by an examination of the lessons learned.

### 3.1 Assessment of EFA strategies

#### *Developing commitment to education for all*

The first strategy listed in the Dakar Framework for Action is ‘Mobilize strong national and international political commitment for Education for All, develop national action plans and enhance significantly investment in basic education’ (UNESCO, 2000, p. 17). All governments in the Pacific and their development partners followed this strategy, showing commitment to Education for All by emphasizing EFA in their national action plans. The emphasis was much greater for some EFA goals than for others, however, and countries varied in how they prioritized the goals. For example, heavy emphasis was placed on ECCE (EFA goal 1) in the Cook Islands, Fiji and Nauru, and an Early Childhood Education Policy was developed in the Solomon Islands, but there was relatively little emphasis on ECCE in Kiribati, PNG and Samoa. Similarly, while PNG placed an emphasis on addressing gender disparities in education (EFA goal 5), this goal was given far less attention in Fiji, Nauru and Tuvalu (where there was a high level of gender equity in primary and secondary enrolments from the outset). Raising the quality of education at all levels (EFA goal 6) was a priority in all countries, with the Cook Islands, Nauru and Tuvalu placing it as their first priority. In contrast, EFA goal 4 – improving levels of adult literacy – received very little attention throughout the region, even in terms of monitoring the work done by non-governmental bodies. This may be partly because adult literacy does not normally form part of the remit of the education ministries in the region.

In most countries, the policy commitment to EFA was matched by a significant budgetary commitment, albeit, as in Samoa, well after the launch of EFA. The budgetary commitment is not evident across the EFA goals, but matches the country’s focal areas for education development. Thus, for example, in the Solomon Islands very little of the education funding goes to pre-primary education or adult literacy (Solomon Islands Ministry of Education, 2014), and this is common elsewhere. In some countries, such as Vanuatu, the level of financial commitment is high but steadily decreasing. The EFA report for the Cook Islands notes that the education budget for the country is disproportionately low compared to other countries, both developing and developed.



### ***Embedding EFA in a poverty-oriented whole sector approach***

The countries of the Pacific region have also acted in accordance of the second strategy in the Dakar Framework for Action, which sought to ‘Promote EFA policies within a sustainable and well-integrated sector framework clearly linked to poverty elimination and development strategies’ (UNESCO, 2000, p. 18). In the Pacific, ‘Education for All’ is an integral part of sound, holistic education and national development planning, and the ‘education sector’ is increasingly seen as being beyond the remit of the education ministry, with other stakeholders also contributing. For example, in Samoa the Education Sector Plan not only covers the operations and projects of the Ministry of Education, but also covers those of the Samoa Qualifications Authority and the National University of Samoa.

### ***Engaging civil society***

The third strategy of the Dakar Framework for Action was to ‘Ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development’ (UNESCO, 2000, p. 18). All of the PICTs had at least some civil society engagement in the process of establishing the national education plans and partnerships between government and communities, as discussed in Section 3.2 below. The country reports highlight weaknesses, however, in government and civil society relationships, in taking forward sector plans and in monitoring the plans. This may reflect structural weaknesses in civil society’s involvement in education and a limited capacity of government to handle such engagement.

With regard to implementing adult literacy programmes and ECCE or pre-primary programmes, civil society has taken the lead in most countries. Civil society has also played a significant role in skills development and lifelong learning programmes. In contrast, government involvement in these programmes has been relatively weak. In Fiji, for example, significant work was undertaken in the late 1990s by non-governmental organizations (NGOs) and government representatives through the initiative of the Ministry of Youth and Sports to set up a Non-formal Education Department. However, political will was lacking and all the work fell through (Cavu, 2008). The Ministry of Youth and Sports has since formulated a draft Fiji Non-Formal Education Policy to overcome this problem. In Kiribati, PNG, Samoa and Vanuatu, significant involvement by education ministries is just beginning for pre-primary education programmes. As noted in some of the national EFA reports, low government involvement in these programmes impacts negatively on their performance and on their monitoring and evaluation.

### ***Governance reform***

The fourth Dakar Framework for Action implementation strategy was to ‘Develop responsive, participatory and accountable systems of educational governance and management’ (UNESCO, 2000, p. 19). This strategy is an integral part of the education plans of all countries in the region and most countries have some level of support for school-based management. For example, in Fiji the decentralization of the oversight of education to districts and the strengthening and empowerment of district offices has assisted teachers and communities in obtaining information and assistance at a faster rate (Fiji Ministry of Education, National Heritage, Culture and Arts, 2015). In the RMI, this fourth strategy has been reflected in a focus on community-based governance, while in Nauru the focus has been put on school leadership training, and in Samoa the emphasis has been on the development of sector-wide governance.

The introduction of minimum standards is a common approach in the Pacific to education accountability, though there are problems in ensuring schools adhere to these standards. All



countries are in the process of developing education management information systems and systems of monitoring and evaluation, but in all cases these are seen as needing far more investment. Related concerns include the coordination of stakeholders, the management of pre-primary centres (Fiji) and the low capacity of schools in handling school grants (Vanuatu).

### ***Incorporating social concerns***

The fifth Dakar Framework for Action implementation strategy was to 'Meet the needs of education systems affected by conflict, natural calamities and instability, and conduct educational programmes in ways that promote mutual understanding, peace and tolerance, and that help to prevent violence and conflict' (UNESCO, 2000, p. 19). Unfortunately, there are few references to this fifth strategy in the education strategies, plans and programmes in the PICTs despite the fact that all of the PICTs have experienced natural calamities in the form of cyclones, flooding, etc. and some have also experienced conflict and instability, and these have had a devastating impact on education.

Many schools in most of the PICTs are located in coastal areas, thus making them vulnerable to damage by cyclones and other natural disasters. Schools that are not damaged by natural disasters often become places of refuge for the displaced population, making them unusable for their intended purpose for weeks or even months. Recognizing the impact of natural disasters on schools, UNICEF and Save the Children are supporting 'Education in Emergencies' programmes in the Pacific to help schools and Ministries of Education plan for and recover from such emergencies. For example, UNICEF and Save the Children are taking a leading role in the education sector in Vanuatu in close collaboration with the Ministry of Education in responding to the damage caused by Cyclone Pam in March 2015.

Conflicts are less common than natural disasters in the Pacific, but nevertheless have a ruinous effect on education when they occur. For example, conflict and violent crime, along with a severe economic downturn, in the Solomon Islands between 1998 and 2003 led to the closure or destruction of many schools. Those schools that remained open were crowded with displaced students. Teachers were paid irregularly, if at all, and education development projects were terminated. Getting the country back on track in terms of the development of the education sector following this period of unrest was largely due to the determination of the people of the Solomon Islands, including parents, teachers and students, supporting the government's prioritization of the education sector in national policies and development targets. In Fiji, the political upheavals of 1987, 2000 and 2006 likewise had an adverse effect on education. In 2008, a Peoples Charter for Change, Peace and Progress highlighted the role of education in building social cohesion and in instilling values of democracy and contributing to a multiracial, multicultural society. The Fiji EFA 2015 review report notes that children 'have the right to be equipped with the relevant and necessary knowledge and skills that will ensure long-term recognition of and respect for human rights, equity, sustainable development, global citizenry, peace and tolerance and inclusiveness', but the report is not clear regarding how Fiji is upholding this right in the curriculum and in the social environment of schools.

### ***Promoting gender equality***

The sixth Dakar Framework for Action strategy was to 'Implement integrated strategies for gender equality in education that recognize the need for change in attitudes, values and practices' (UNESCO, 2000, p. 19). In the Pacific, this sixth strategy was implemented in varying ways depending on the local context. For example, PNG developed the Gender Equity Strategic Plan 2009-2014, which aimed to rectify its low female enrolment and reduce violence against girls. The strategy includes



multiple approaches to addressing the issues, including interventions to change attitudes, values and practices. It has yet to be fully put into practice, however. In Fiji, 'gender parity and equality are seen to be non-issues' in the education sphere (Fiji Ministry of Education, National Heritage, Culture and Arts, 2015), but there is recognition of the need to empower women, especially in rural areas, and to train women educators who aspire to leadership positions. In RMI, Nauru and Tuvalu, as in Fiji, gender equality in education is seen as already achieved because girls are attending schools in equal proportions to boys and are achieving similar or better results. In the RMI and Nauru, however, emphasis was put on a curriculum that challenges gender stereotyping.

In many countries, notably Kiribati, Nauru and Samoa, secondary-level retention and performance of male students is lower than for females. In these countries, drop out and truancy mainly involve male youths. To address these issues, some countries have implemented strategies to make education more relevant and to encourage youth and adults to re-engage with education. Nauru, for example, has launched the Learning Village, a multipurpose community space adjacent to and linked to the Nauru Secondary School, offering a range of facilities for both formal and informal activities and gatherings. Similarly, the Matua Programme in Fiji aims to enable former secondary school students who dropped out due to various social factors to re-enter the system and complete their schooling (though this focuses mainly on girls who left school due to pregnancy).

### ***Promoting health through education programmes***

The seventh Dakar Framework for Action strategy was 'Implement education programmes and actions to combat the HIV/AIDS pandemic as a matter of urgency' (UNESCO, 2000, p. 20). This strategy reflects the global threat represented by the HIV/AIDS pandemic at the time of the Dakar World Education Forum in 2000. While HIV and AIDS is a growing concern in some countries in the Pacific, it is considered a lower priority than the present high prevalence and rapid growth of non-communicable diseases. Nevertheless, several countries, including Nauru, Niue, RMI, PNG and Vanuatu, are introducing, or moving towards, education on sexual and reproductive health, including on HIV/AIDS. In the Cook Islands there is coordination between the education and health ministries on health education. PNG, which has the highest prevalence of HIV among the PICTs, developed the 'HIV and AIDS Policy for the National Education System' (2012-2016).

### **Box 3.1: Education sector response to HIV and AIDS in Papua New Guinea**

The PNG National Education Plan 2005-2014 acknowledged HIV as one of the greatest challenges to the health and future of the nation. It recognized that an HIV and AIDS policy for education is essential and demonstrated the necessity of the education system playing a role in HIV prevention, and in care and support for young people and for employees in the education sector.

HIV was first identified in Papua New Guinea in 1987. By the end of 2009 the estimated number of cases in the country, including undetected cases, was 34,100. The estimated number of children under the age of 15 living with HIV was 3,100.

In Papua New Guinea, the following factors are primarily responsible for the spread of HIV:

- Low condom use (unprotected sexual contact)
- Having a partner who has or has had more than one sexual partner
- High rates of untreated sexually transmitted infections
- Sexual relationships that involve the exchange of money, food, transportation, gifts or other goods



- Sexual relationships between people from different age groups
- Gender inequality
- Physical and sexual abuse
- Alcohol and drug use and abuse
- Increasing mobility of the population, particularly when a person travels away from his or her family and has access to money when they are away

The Department of Education is uniquely placed to reach a large and ever-growing proportion of children and young people during their formative years. It has a duty to ensure that they have the knowledge, attitudes, understanding and skills they need to protect their health throughout their lives.

The HIV epidemic has the potential to negatively affect the supply, quality and demand for education in Papua New Guinea, threatening the goals and targets of the National Education Plan 2005-2014. The loss of an educated and experienced workforce cannot easily be compensated for, so it is essential that the education department act proactively to reduce the susceptibility of its workforce to HIV.

**Source:** Papua New Guinea Department of Education. 2012. pp. 7-8.

### *Developing inclusive education environments conducive to excellence in learning*

The eighth Dakar Framework for Action strategy was 'Create safe, healthy, inclusive and equitably resourced educational environments conducive to excellence in learning, with clearly defined levels of achievement for all' (UNESCO, 2000, p. 20). All aspects of this strategy have been included to at least some extent in the education sector plans of countries in the Pacific. In particular, PICTs are building or renovating schools and other infrastructure with attention to health and safety issues. In the Cook Islands, for example, guidelines for school managers include health and safety requirements. PICTs are also devising policies and plans related to school safety. For example, the Fiji Strategic Plan stated, in response to concerns over drug abuse in schools, that the welfare of students would be 'promoted and protected through school improvement programmes that build character and bring about social cohesion in an environment that is safe and secure' (Fiji Ministry of Education, National Heritage, Culture and Arts, Youth and Sports, 2011, p. 26). Similarly, concerns over child abuse in Fiji led to a Child Welfare Decree to ensure mandatory reporting of child abuse cases.

All national education strategies have statements of commitment to inclusive education. For example, the Cook Islands strategy includes seeking 'wide community support and understanding of inclusive education'. Inclusive education is one of the areas that many PICTs have been long concerned about but few concrete actions have been taken to move forward. One of the key issues is the need for specific policies. The Cook Islands and Samoa are among the PICTs that have developed such policies. In 2013 the Government of Samoa established the Inclusive Education Policy for Students Living with Disability, which will mainstream the lessons from the Inclusive Education Demonstration Project (2009-2014), which focused on service provision for students with disabilities. With the aim of supporting other countries in developing such policies, the FEEdMM 2014 called on education ministries and the Pacific Islands Forum Secretariat to collaborate with development partners to develop a regional framework for inclusive education that can be contextualized by governments.



### Box 3.2: Strategy for inclusive education in the Cook Islands

The Inclusive Education policy of the Ministry of Education of the Cook Islands was implemented in 2002 and reviewed in 2011. The policy addresses the learning needs of students with physical, behavioural, developmental and intellectual difficulties, as well as gifted children. The aim is to ensure that all students have learning programmes that meet their individual needs and that schools are resourced to support these students in the achievement of agreed goals.

This policy created a shift from 'special needs' units to an inclusive approach. This means that children with particular learning and physical needs are, as far as possible, mainstreamed into school classrooms. Support is provided for the teachers and students through aides. These staff provide one-on-one support to an individual child or support a small group within a class, depending on the level of need. Teacher aides have received specialist training, many gaining the New Zealand Qualifications Authority (NZQA) recognized Certificate in Teacher Aiding. There are over 40 teacher aides currently employed in Cook Islands' schools, at all levels between pre-primary and secondary inclusively.

Assistive technologies are also being utilized to meet the needs of these students. Netbooks, tablet computers and other devices loaded with suitable applications are being integrated into the learning programmes of students requiring extra support. The intervention consists of a diagnosis of learning needs and the provision of technology to support students who would otherwise struggle to participate in mainstream learning programmes. This service aims to ensure that these students have the appropriate technology for their particular needs and at the right time, to remove barriers to learning and thus raise achievement.

**Source:** Cook Islands Ministry of Education. 2014

All of the countries in the Pacific region have implemented strategies to clearly define levels of educational achievement. For example, in 2010 Samoa established the Samoa Qualifications Authority (SQA) to regulate qualifications and support quality standards in Post School Education and Training (PSET). Likewise, Fiji established the Fiji Qualifications Framework 'in recognition of the strategic importance to national planning and development of a supply of people with skills, knowledge and attitudes that match current shortages in the economy and the future needs of Fiji' (Fiji Ministry of Education, National Heritage, Culture and Arts, 2015, p. 21). Similarly, Samoa, PNG and the Solomon Islands were part of the three-year Pacific Benchmarking for Education Results pilot project coordinated by the Educational Quality and Assessment Programme (EQAP) of the Secretariat of the Pacific Community (SPC). The project aimed to equip policy-makers to better plan and implement policies that lead to improvements in learning outcomes.

#### *Enhancing the status and professionalism of teachers*

The ninth Dakar Framework for Action strategy was 'Enhance the status, morale and professionalism of teachers' (UNESCO, 2000, p. 20). Raising the status and professionalism of teachers has been an integral part of efforts to improve the quality of teaching, which has been a major theme of education sector strategies and initiatives throughout the region. In PNG and the Solomon Islands, emphasis has been put on the need to reduce absenteeism of teachers, which is seen as being partly due to low salaries. In the Solomon Islands, the government is also concerned about curbing teachers' violence, such as the use of corporal punishment. In Samoa, the National Teacher Development Programme has adopted a twin approach: (i) improving teachers' terms and conditions of service and (ii) developing a system of professional development. Similarly, in Nauru the need for teacher training at all levels was identified as the first priority in the country's 2000 EFA assessment. This has resulted in all teachers being trained and all pre-primary teachers becoming qualified.



### *Harnessing ICT to achieve EFA goals*

The tenth Dakar Framework for Action implementation strategy was to 'Harness new information and communication technologies to help achieve EFA goals' (UNESCO, 2000, p. 21). The use of information and communication technology would seem at first sight to be particularly relevant for PICTs given their widely dispersed and isolated communities, the shortage of good specialist teachers, and the need to develop skills for tourism and other employment that is heavily dependent on the global market and ICT. But the effective and sustainable use of ICT in education is proving far from easy anywhere in the world. It is proving particularly difficult in several of the PICTs where access to the internet is either unavailable or very expensive. In PICTs it is also difficult to provide the necessary teacher training to make effective use of ICT, and a lack of maintenance and repair facilities is a problem. Specialist ICT teachers and technicians are particularly scarce, and those trained in these key skills are difficult to retain within the education system. ICT is being used reasonably effectively for central management information and communication systems, and in some, mainly well-resourced, urban secondary schools and post-school institutions, but most schools and education institutions are far from benefitting fully from the global ICT revolution.

Most of the national EFA reports, where they mention use of ICT at all, see it as a potential benefit in the future rather than an effective strategy in the present. The PNG EFA report describes the problem as follows: 'Due to the limited education budget, PNG's rugged geography and remoteness, the lack of communication infrastructure, the poor electricity supply and the lack of technical know-how ... ICT is very much underutilized as a tool for learning and in the administration of the education sector. Presently there is no national policy that promotes the use of ICT in education; however, one may be developed in the near future' (Papua New Guinea Department of Education, p. 70). To address the issues, PNG has introduced the Teaching and Learning in School (TALIS) e-library system, making electronic documents, audio files, images and videos available to a selection of schools. This bypasses the problem of securing internet access while also solving the problems associated with maintaining conventional school libraries. Sustaining and updating this intervention has itself been a challenge, however.

In the RMI the Ministry of Education has had success in providing schools with computers and internet connectivity, but a challenge remains in ensuring that these resources are integrated into classroom instruction productively (Ministry of Education of the Republic of the Marshall Islands, 2014). The Ministry of Education recognizes that for education technology initiatives to achieve their aims, it is necessary to adequately guide teachers and students during the rollout process.

#### **Box 3.3: Use of ICT in schools in Papua New Guinea and the Marshall Islands**

The Teaching and Learning in School (TALIS) digital library in Papua New Guinea is a mechanism for providing current, relevant, interesting and rich content to schools. It includes thousands of electronic documents, videos, images and audio files. The content has been collected by the Department of Education specifically for schools in PNG and includes various types of local content, including local newspapers.

The ICT Division has installed computers in a number of secondary schools and provided trained ICT teachers to support pupils in using the TALIS software. Although no formal evaluation has been conducted, the feedback from pupils and teachers is that this e-library has improved grades and encouraged children to learn. It is difficult for schools to maintain and sustain their ICT infrastructure, however, and if the trained ICT teacher leaves and even a minor ICT issue arises, pupils no longer have access to the e-library.



The Government of the Marshall Islands has also implemented a programme to increase the use of ICT in schools. The government has provided:

- Internet connectivity for all public schools on Majuro.
- 1,000 computers to selected primary schools under the One Laptop per Child (OLPC) initiative, to test their impact.
- Solar laptop learning systems (donated by a donor) to 21 schools on the Outer Islands.
- Thin-client computers to 13 primary schools and to all five high schools in the country.

Moving forward, the Ministry of Education will not merely distribute hardware, but aims to ensure that new teaching and learning resources available through technology are integrated into classroom instruction productively. An instructional technology specialist will spearhead efforts by the Ministry of Education to make the best possible educational use of these resources, beginning with a thorough review of the national curriculum to identify areas that can be enhanced through e-learning applications.

**Source:** Papua New Guinea Department of Education, 2015; and Ministry of Education of the Republic of the Marshall Islands, 2014.

In Samoa, SchoolNet resource centres have been established in all secondary schools in the country under the SchoolNet and Community Access Project, and these centres provide schools with computer equipment and e-learning resources. Under the project, teachers were trained and provided with coaching to integrate learning resources into teaching in seven subjects, with a strong focus on the sciences and mathematics. Monitoring data suggest that science teachers are the largest users of the learning resources, which are used both for upgrading their own knowledge and for teaching students.

### ***Systematically monitoring progress towards EFA goals and strategies***

The eleventh Dakar Framework for Action strategy was 'Systematically monitor progress towards EFA goals and strategies at the national, regional and international levels' (UNESCO, 2000, p. 21). All of the Pacific national education strategies include plans for monitoring their progress towards education goals, but these have proved difficult to implement in a way that provides comprehensive, reliable and valid data. Most of the national EFA reports list this as an area in need of improvement. For example, the report from the RMI describes the problem noting that 'Although data collected to date has provided valuable insights into progress in achieving EFA goals, external reviewers have questioned the reliability and consistency of some of the data being reported' (Ministry of Education of the Republic of the Marshall Islands, 2014). Consequently, the Ministry of Education of the RMI planned to upgrade its information management system in 2014. According to the reports from the Cook Islands, Solomon Islands and Vanuatu, monitoring data is particularly poor regarding non-government provision of education, especially adult literacy provision, community provision of pre-primary education and non-formal education and training.

### ***Building on existing mechanisms to accelerate progress towards EFA***

The twelfth and final Dakar Framework for Action implementation strategy was 'Build on existing mechanisms to accelerate progress towards Education for All' (UNESCO, 2000, p. 21). For this strategy there are several examples of good practice in the region. These include using existing institutions, initiatives and platforms for collaboration within the region, and using existing mechanisms for international collaboration and support.

The Forum Education Ministers' Meeting (FEEdMM) is an example of a longstanding regional mechanism that has been used to support efforts towards achieving EFA. It is the highest education forum for PICTs and development partners to discuss regional and national education





policy issues and is convened by the Pacific Islands Forum Secretariat every 12 to 18 months. In 2001, the FEdMM agreed on a Forum Basic Education Action Plan (FBEAP). This was amended in 2009 to become the Pacific Education Development Framework (PEDF) 2009-2015. The PEDF was developed following a comprehensive consultation process with all Forum members and provides a broad platform for cooperation. The PEDF vision is: Quality education for all in Pacific Island countries. This key regional strategy document covers all education sub-sectors, from early childhood to adult education, except higher education.

The second-highest education forum in the Pacific is the consultation meeting of the Pacific Heads of Education Systems (PHES), which brings together the education permanent secretaries of the region. The UNESCO Office for the Pacific States serves as the Interim Secretariat for the PHES and organizes regular consultation meetings in collaboration with the PIFS. These meetings usually take place four or five months before the FEdMMs. With the role of influencing the agenda for the FEdMM, the PHES meetings discuss regional education initiatives and education issues important to the PICTs and the FEdMM agenda.

The University of the South Pacific (USP) is a key regional institution upon which various EFA initiatives have been built. For example, the USP housed the Pacific Regional Initiative for the Development of Basic Education project, which was the main vehicle for implementing the FBEAP. In addition, the USP's School of Education plays a vital role in training specialist teachers and other teachers in the region through teacher-training scholarships.

A similar regional resource to USP, in this case for TVET and skills development, is the Australia-Pacific Technical College (APTC). The APTC was designed to build on the existing strengths of the region and work closely with other Pacific education institutions and training providers. The APTC has established agreements with Pacific organizations to use their facilities and, where necessary, upgrade them to meet the requirements for Australian-accredited course delivery. More than 5,400 Pacific Islanders from 14 PICTs have graduated since APTC started delivering TVET in 2007.

Recognizing that a regional TVET providers association was necessary in the Pacific to advocate, influence, promote and assist in setting standards for TVET in the Pacific, in July 2001, TVET providers representing seven PICTs met in Suva, Fiji, to discuss the matter. In October 2002 they established the Pacific Association of Technical and Vocational Education and Training (PATVET). Hosted at Fiji National University, PATVET is a member-based organization that draws together senior industry and government representatives, training institutions and National TVET Associations from the PICTs (PATVET, 2015).

Another regional resource is the Educational Quality and Assessment Programme within the SPC, based in Suva, Fiji. The primary role of the EQAP, when set up in 1980,<sup>21</sup> was to assist the member countries of the Pacific to develop assessment procedures towards their national or regional certificates. The EQAP coordinated two key EFA projects in the region:

- The Pacific Benchmarking for Education Results project piloted in PNG, Samoa and the Solomon Islands. This project aimed at providing education ministries with a systematic and reliable means to learn from their own systems and their neighbours regarding which policies, processes and activities have helped to make a positive impact on learning.

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21 Originally known as the South Pacific Board for Educational Assessment (SPBEA), it became the Secretariat of the Pacific Board for Educational Assessment (SPBEA) when it formally merged with the Secretariat of the Pacific Community in 2012. It was re-named the Educational Quality and Assessment Programme (EQAP) in 2015.



- The Literacy and Numeracy project, through which the Pacific Islands Literacy and Numeracy Assessment was administered in 14 PICTs in 2012. This assessment found that literacy and numeracy achievement for Year 4 and Year 6 students was poor and needed immediate interventions, and that girls significantly outperformed boys in both literacy and numeracy after four and six years of primary education.

Building on the expertise of the Statistics for Development Division of the SPC, a regional education management information system (EMIS) facility has been established at the SPC, with assistance from Australia. The facility provides structured support to PICTs to strengthen the effectiveness of their EMIS. It is hoped that this will lead to better education policies, decision-making and resource allocation. This is anticipated to be a long-term investment in alignment with SPC's Ten Year Pacific Statistics Strategy 2011-2020.

Countries in the region also capitalize on existing education resources in neighbouring countries. For example Tuvalu has trained its teachers in colleges in Fiji, Kiribati, Samoa, the Solomon Islands and Tonga.

### Box 3.4: EFA support from the University of the South Pacific

Established in 1968, USP is one of only two universities of its type in the world. It is jointly owned by the governments of 12 member countries: Cook Islands, Fiji, Kiribati, Marshall Islands, Nauru, Niue, the Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu and Samoa. The university has campuses in all member countries. The main campus, Laucala, is in Fiji. The Alafua Campus in Samoa is where the School of Agriculture and Food Technology is situated, and the Emalus Campus in Vanuatu is the location for the School of Law.

The USP Institute of Education (IOE), based in Tonga, assists PICTs in achieving good quality education by providing them with relevant research- and evidence-based advice. The Institute was the base for the 2004-2010 Pacific Regional Initiative for the Development of Basic Education (PRIDE) project. This sought to enhance student learning in 15 PICTs by strengthening the capacity of each education ministry (or equivalent) to plan and deliver high-quality basic education. The PRIDE project defined basic education as all education provisions for children and youth except higher education. It included early childhood, elementary, primary and secondary education, together with TVET, and covers both the formal and non-formal sectors.

The School of Education (SOE), located in Fiji, is the leading pre-service and in-service teacher education institution in the Pacific region. The mission of the SOE is to provide programmes of excellence in the pre-service and in-service education of prospective and professed teachers for Pacific schools and communities. The SOE includes a Teachers' Education Resource and Elearning Centre as a regional means for developing and enhancing regional capacity to take advantage of the rapidly-emerging ICT-based industries and environments.

The Centre for Vocational and Continuing Education on the Fiji campus provides vocational and professional programmes and short courses at USP, including, for example, Certificates in Early Childhood Education.

A 2013 restructuring of USP led to the creation of a Centre for Flexible Learning (CFL) to promote, enable and facilitate flexible learning and teaching for knowledge creation. The mission of the CFL is to develop high quality and innovative multi-modal learning courses and programmes for the region, by leveraging technology in creating knowledge and conducting research on issues related to flexible learning.

**Source:** University of the South Pacific website. [www.usp.ac.fj](http://www.usp.ac.fj)



## 3.2 Enabling and constraining factors

### 3.2.1 Enabling factors

Significant progress has been made in the Pacific region towards achieving the EFA goals. The following are some of the enabling factors to which national EFA reports accredit their success.

#### *Commitment to EFA*

All national EFA reports see national commitment to EFA – by the government and by society in general – as a major enabling factor in their EFA achievements. The Samoa EFA report states that the government has been the biggest enabler for EFA in Samoa. Government commitment has been expressed in the form of fee-free education, teacher-training, and the provision of infrastructure and expanded services. The RMI EFA report states that political commitment resulted in new policies, programmes and legislation, ‘including the creation of a free Kindergarten programme serving all children, measures to upgrade the qualifications and salaries of teachers, expanded basic education opportunities for out-of-school youth, women, and other special needs populations’ (Ministry of Education of the Republic of the Marshall Islands, 2014, p. 43).

#### **Box 3.5: Samoa school fee grant scheme**

In 2010 the Government of Samoa replaced primary school fees with school fee-relief grants, primarily to improve access to education and participation. New Zealand and Australia agreed to support the Samoa School Fee Grant Scheme provided that it was designed to reduce financial barriers to primary schooling, assist schools to improve their teaching and learning processes and improve school-level resource management. A 2012 independent review report indicated that the scheme is well placed to deliver on its intended aims of increasing primary school enrolment and retention and improving school performance as against accepted minimum service standards. In its first two years, the scheme brought 159 additional students into primary education. Because of the success of the primary school grants, in 2012 the scheme was extended to secondary education, with support from New Zealand.

**Source:** Samoa Ministry of Women, Community and Social Development, 2013; Samoa Ministry of Education, Sports and Culture website, [www.mesc.gov.ws](http://www.mesc.gov.ws).

A key factor at the school (or institution) level influencing progress towards the EFA goals has been strong commitment by parents and the community. For example, in Tuvalu the *kaupule* (traditional assembly) and school committee, which is composed of teachers, parents and a representative from the *kaupule*, have been active in ensuring that students attend school regularly, thereby assisting schools to increase enrolments and retention rates (Tuvalu Ministry of Education, Youth and Sports, 2014).

A high commitment to EFA by the international community has also supported the efforts of PICTs to reach the EFA goals. International funds and in-kind support form a much higher proportion of the national budget in the Pacific than in most other parts of the world. Education is one of the main sectors for support, with an emphasis on EFA. In addition, scholarships in regional institutions and in Australia, New Zealand and elsewhere, have supplied other key sectors with skilled human resources. Various development partners provide support, including national aid programmes. Funding comes mainly from Australia, New Zealand and the United States of America, but also from other development partners such as bilateral donors (increasingly from China), development banks and United Nations (UN) agencies. Another external source of funding is remittances from Pacific Islanders employed outside the country.



## ***Partnerships***

Partnerships at all levels have strengthened progress towards EFA in the Pacific. In Samoa, for example, an education sector coordination mechanism focused around the Education Sector Coordination Division in the Ministry of Education has assisted in harmonizing interventions. The Solomon Islands has also strengthened coordination with stakeholders, including donor partners, assisting the Ministry of Education with the implementation of its policies. In Niue, a close working relationship between the education, health and justice departments is ensuring that children enrol in primary school at the correct age and no children misses out on school.

In Tuvalu, the country's second education sector programme focused on strengthening partnerships between the education department and the *kaupule*. It also emphasized partnerships with other community stakeholders, with businesses, NGOs, other government ministries and departments, and with regional and international organizations. The government also conducts community-support awareness programmes with all stakeholders and school communities. In addition, Tuvalu has re-introduced community training centres (CTCs) as a partnership between the local community and the education department to provide technical and vocational education for students who are not academically oriented, especially those leaving school prematurely or failing the Year 8 examination.

## ***Regional cooperation***

Given the limited financial and human resources of most PICTs, regional cooperation and institutions such as the University of the South Pacific have been a vital enabling factor. Regional cooperation has been particularly helpful with regard to teacher training, assessing and supporting the development of literacy and numeracy, and skills development (see more details in Section 3.1).

## ***Demand for qualified workforce***

Although the Pacific region has limited options for employment overall, there is an increasing demand for highly skilled labour, and this is an enabling factor for EFA. In the Solomon Islands, for example, it has raised demand among students for higher levels of education and skills development. In Vanuatu, the national TVET qualifications framework is linked to the needs of the labour market, thus providing students with pathways into further education within the formal system. At the same time, the ongoing reform of vocational training to improve skills development is contributing to efforts to achieve the MDGs and EFA.

## ***Integrated national planning***

National sector plans have been important in guiding progress towards the EFA goals. In Samoa, for example, the *Education Act 2009* and the Education Sector Plan 2013-2018 contributed to improving conditions in Samoan schools. The documents are the core of the system to ensure that education is available to all of the people of Samoa (Samoa Ministry of Education, Sports and Culture, 2014b). Similarly, in the Cook Islands the education sector plan was grounded locally but took into account the EFA goals. The sector plan also provided a basis for budget support that in turn provided 'a level of security and flexibility to the Ministry of Education in developing programmes when compared with project based funding' (Cook Islands Ministry of Education, 2014, p. 45).

## ***School-based improvements***

In Vanuatu, school grants were valuable in empowering schools and communities to support school-based improvements. A 2013 situation analysis of the education sector in Vanuatu found



that school grants had a number of benefits, including lifting ‘a burden on poorer families’ and empowering schools and communities (Vanuatu Ministry of Education, 2014, p. 46). In Kiribati, models of teacher assessment and school improvement programmes have been designed to cater for differences between schools, and these succeed by devolving much decision-making to the schools and communities (Kiribati Ministry of Education, 2014).

### ***Curriculum reform***

Curriculum reform has been used in several countries, including Fiji and Kiribati, as an enabler for improving the quality of education. In Fiji, for example, a National Curriculum Framework was developed in 2008, which ‘acknowledged the importance of assessment and suggested a change in focus from assessment of learning to assessment for learning’. This led to the introduction of class-based assessment, ‘literacy and numeracy assessment and the mainstreaming of vocational education’ (Fiji Ministry of Education, National Heritage, Culture and Arts, 2015, p. 10). In Kiribati, the curriculum was improved to be more coherent and relevant, and therefore aided in meeting the EFA goals (Kiribati Ministry of Education, 2014). In PNG, however, the Objectives Based Curriculum is not seen as an enabling device, mainly because it was introduced without sufficient awareness and capacity development. Another reform that has contributed to progress towards EFA in many PICTs, has been the change in policy on the language of instruction, including the use of the mother tongue for early acquisition of literacy and numeracy.

### ***Early childhood education policy***

National policies on early childhood education have been key factors in coordinating support to improve access to ECCE and quality. In Tuvalu, for example, the national ECCE policy was successful in driving developments in this sub-sector. In Samoa there is no ECCE policy, but the Education Sector Plan notes the need for one, so as to strengthen provision and raise standards. Regional guidelines, created in collaboration with the Pacific Regional Council for ECCE (PRC4ECCE), have supported several PICTs in their review, revision and development of ECCE policies.<sup>22</sup>

## **3.2.2 Constraining factors**

The EFA goals have by no means been fully achieved in the Pacific region. A particular problem area is the quality of education, as highlighted in Chapter 2, despite the heavy emphasis PICTs have put on quality-improvement strategies. While these strategies appear to be in line with international findings, they have not succeeded. The constraints identified in the national EFA reports are outlined below.

### ***Economic constraints***

While most countries have provided education with a high level of funding as a proportion of their overall budget, in most cases the national budget itself is severely constrained. Travel, commodity and other costs have been rising faster than national incomes. Furthermore, external funding, which is currently very significant in the region, whether from development partners or remittances, has been affected by the global economic downturn. Reliance on external funding has had a tendency to lead to donor-driven policies and a consequent lack of ownership by the recipients. In many countries, the increasing cost of living has led to increased migration, both

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<sup>22</sup> The *Pacific Guidelines for the Development of National Quality Frameworks for ECCE: Programming for Ages Three to Five* were developed in close collaboration with the PRC4ECCE, directly involving ECCE Coordinators from 12 PICTs, as well as advisory board members of PRC4ECCE.



from isolated and disadvantaged rural areas to urban areas and also out of the country altogether. This migration has further decreased the resources available for education in disadvantaged areas.

Another issue raised by several countries as a factor constraining progress towards the EFA goals is poverty. Some parents do not send their children to school because they need their children to work to supplement the family income. These parents often also do not see education as being relevant or of sufficient quality to assist their children in finding future employment. Other parents simply cannot afford school fees. Although governments have replaced school fees in public basic education with government grants to those institutions, most schools still expect parents to pay ancillary charges, which many parents cannot afford. This has contributed to lowering parental and community commitment to education in disadvantaged areas, which is seen to have served as a severe constraint on achieving EFA. In the Solomon Islands, for example, when state subsidizing of school fees was implemented this led to reduced community support and contributions to schools because parents and community members were then asked to pay development fees and other fees (Solomon Islands Ministry of Education, 2014).

A further issue is that although funding for education has increased in some countries in recent decades, several of these countries are still managing the effects of past under-investment in education, particularly in terms of infrastructure. In some cases, notably Kiribati, PNG and Vanuatu, the problem has been exacerbated by demographic changes, which have led to sharp increases in the numbers of children receiving education relative to the numbers of those paying taxes to fund education.

### ***Geographical constraints***

In several countries, a major constraining factor for servicing schools and providing training and supervision is lack of physical access by children and teachers to schools. Similarly, shortage of land for school buildings is a constraint in many countries. Given the severe constraints on infrastructure in all countries, effective planning is needed to ensure that schools are sited where they are needed, which is currently not always the case. In several countries, poor school rationalization is a constraining factor. The fact that many schools allow under-age and over-age children to attend is another constraint, as it limits the availability of school places for children of the correct age group.

The geographic nature of PICTs makes them highly vulnerable to natural disasters, including volcanic activity, earthquakes, storms and tsunamis, many of which are amplified by climate change. Natural disasters have damaged or destroyed a large number of schools over the past 15 years, thus presenting a significant constraint to the achievement of EFA.

### ***Political constraints***

Civil unrest and political tensions have been another constraint to the achievement of EFA in the region. For example, civil unrest in the Solomon Islands between 1998 and 2003 denied many children access to education and reduced the quality of the education that was provided at the time. Similarly, in Vanuatu political instability characterized by local allegiances and divisions has served as a challenge to the provision of good quality education for all (Vanuatu Ministry of Education, 2010). In Fiji, the multi-ethnic nature of society has posed challenges to national development efforts, with negative impacts on education. In such situations, special efforts are needed to increase mutual understanding and respect by all ethnic groups.



### **Box 3.6: Impact of civil unrest in the Solomon Islands**

In the Solomon Islands, conflict and violent crime between 1998 and 2003 exacerbated the problems of an already struggling education sector. The crisis period had a tremendous impact on the delivery of education services. During this period, most schools on Guadalcanal were either destroyed or seriously disrupted, and many teachers and students had to flee the violence. Those schools that remained open struggled to accommodate a large number of displaced students. At the same time, the 'collapse of state finances stripped any remaining funding from the education sector; teachers were paid irregularly, if at all, while many schools lacked basic teaching materials and proper sanitation' (Whalan, 2010, p. 1). Transport, communication and other infrastructure were also severely affected. During the crisis, many achievements of the past were undone, and most development assistance projects were terminated or suspended. The country has since had to rebuild its education sector. To date, the Ministry of Education and other stakeholders continue to experience challenges in terms of service delivery.

*Source:* Solomon Islands Ministry of Education, 2014; and Whalan, 2010.

#### ***Coordination constraints***

In several countries, poor coordination has been a constraint. There has been both inadequate coordination between government, civil society and the private sector and inadequate coordination between ministries. Thus, people have not worked together sufficiently to achieve the EFA goals. In the Solomon Islands, for example, progress in achieving the ECCE EFA goal was hampered by inadequate coordination between the Ministry of Education and the Ministry of Health. In PNG, a capacity needs analysis carried out in 2012 found communication and coordination to be two of the key gaps in divisional and provincial operations. In Vanuatu, problems were experienced in coordinating the EFA review itself. This was due to various internal management factors, including fragmentation and isolation of data storage.

#### ***Capacity and accountability constraints***

The main factor affecting the quality of education in the Pacific is considered to be the low capacity and accountability of teachers and education managers. One problem is the difficulty in recruiting and retaining teachers, especially good teachers and those in specialist subjects. In many rural areas, the small sizes of classes mean that the use of specialist teachers is impractical. Poor teacher distribution is also seen as an issue. In Fiji, the RMI and Samoa, the shortage and attrition of good TVET teachers is also a concern. This is likely to become an issue in other PICTs as TVET is an aspect of education that all countries are seeking to expand. The capacity of the teaching force can be improved by training and professional development, but in many situations this is hampered by the inaccessibility of teacher training facilities and the high expense of travel to and from those facilities.

Low teacher morale, high teacher absenteeism and low professionalism are also seen as major constraints. Little will be achieved in schools where the teachers are not committed to their tasks, or do not even turn up to teach. Solutions being examined include improved terms and conditions of service backed by strong accountability. Parental and community involvement in the school can be a powerful tool for ensuring teacher accountability, especially in less-accessible schools. Inadequate parental and community involvement is considered a major constraint on the achievement of EFA in some countries, including Fiji and PNG.

The ability of ministries of education to improve capacity and commitment in classrooms is hindered by the capacity constraints of the ministries themselves. Nauru, RMI, Samoa and Vanuatu have faced particular issues with regard to low capacity in terms of problem analysis and monitoring. The small number of ministry staff is also a problem, exacerbated in many cases by poor staff retention and high staff turnover. In Fiji and Kiribati, early retirement is an issue as it has



led to the premature loss of the most experienced staff. In the Cook Islands, Kiribati and the RMI, lack of competence in the use of ICT is seen as a constraint to the achievement of EFA.

While in many countries movement towards an objectives-based curriculum is seen as a positive factor in achieving EFA, problems in handling this curriculum are viewed as a constraint to progress in PNG. In some countries, such as the Solomon Islands, an overemphasis on examinations by schools is seen as a constraining factor.

### ***Data constraints***

Many countries view inadequate data collection and management as a constraint on the achievement of EFA, as it restricts the capacity to make evidence-based decisions on matters pertaining to education. The Solomon Islands, Tuvalu and Vanuatu reported a lack of data on non-government provision of pre-primary education, NFE and TVET, while PNG and Samoa noted inadequate data on student assessment. Similarly, some countries cite a lack of relevant research and studies on specific issues as a constraint. This observation is supported by the Pacific Education Development Framework, which noted that there is a lack of evidence-based research and studies on ECCE and TVET in the Pacific.

### ***Social constraints***

While many PICTs have achieved gender parity in primary education, girls and women nevertheless face problems. In Fiji, for example, traditional 'stigmatizing' of girls is such that gender parity in education does not lead to gender equality and empowerment (i.e. the gender balance in education does not translate to the workplace). It is clear that there is a need to change 'the mentality of stakeholders especially at grassroots level' (Fiji Ministry of Education, National Heritage, Culture and Arts, 2015, p. 48). In many countries of the region, stereotypes about girls and women serve as obstacles to higher education. For example, guidance on school subjects and TVET programmes is often based on a narrow view of the likely future careers of girls. Another concern is that although most teachers and many ministry officials are female, very few women are in positions of leadership in the education sector or in other sectors. In most PICTs, there are twice as many men than women in paid employment in non-agricultural sectors (PIFS, 2011).

Across the Pacific, there is a significant problem of school drop-outs, especially at the secondary level. And, in contrast with many other regions, in many PICTs it is the boys who have the highest drop-out rates at secondary school rather than the girls. While more analysis is needed in this area, a factor contributing to school drop-outs may be high levels of unemployment, which sap student morale. TVET is sometimes seen as a solution, but in many cases there seems to be little demand for TVET by those who have dropped out of school. In some countries, high levels of truancy and drug problems indicate low morale among male youth.

As noted in the PNG and Samoa EFA reports, violence against children, and especially against girls, is a significant problem in many communities, and gender based violence at home and in schools is a constraint on the affected children's education. UNICEF has observed that violence towards women and children is endemic in PNG, and the country has one of the highest rates of family violence in the Asia-Pacific region (UNICEF, 2008). According to the World Health Organization, 75 per cent of children and around 60 per cent of women in PNG have reported experiencing violence in their homes. 'The country also has one of the highest rates of sexual violence and this is under-reported. Of those who reported rape, nearly half were under age 15 and 13% under age seven. A study reported that one or two cases of child rape have been presented at the Port Moresby General Hospital every day' (World Health Organization, 2010, p. 10).





In some countries, including Fiji and PNG, low levels of parental literacy are seen as a constraint on achieving the EFA goals. Apart from representing a failure to achieve the adult literacy EFA goal, low levels of parental literacy make it less likely that parents will value education and make sure their children attend school.

Another constraint to achieving the EFA goals, identified in the Solomon Islands EFA report, is the tendency to close schools too readily and operate a short day, thereby cutting down significantly on the time available for student learning. Schools appear to close for fairly arbitrary reasons, such as deaths and marriages in the community, church-related functions, and teachers' sports days, as well as for serious reasons, such as lack of water. This is a difficult issue to address because rural schools are usually part of communities and in the case of a death of a person related to many others in the community, schools are expected to close for up to a week as a mark of respect.

### *Language constraints*

Several countries identified the language of instruction as a constraint to achieving the EFA goals. These countries include Fiji, the RMI, Vanuatu and PNG. In PNG, which has over 850 spoken languages, the language of instruction is considered highly problematic. Students who have a low level of familiarity and competence in the language of instruction naturally find it more difficult to learn in all areas of the curriculum. Children become literate far more readily, and are better able to become competent in other languages, when they start school using their mother tongue.

## 3.3 Lessons learned and best practices

### *Be realistic in terms of commitment, planning and budgets*

Many countries in the region see a gap between policy intentions and their implementation. Several lessons have been learned about the causes of this.

- ***Ambition can be in excess of capacity to implement.***

Analysis of the Solomon Islands 2004-2009 Education Sector Plan found that a large proportion of the activities had not reached the projected milestones. The 2005 annual report of the Ministry of Education noted that this plan and others were too ambitious in relation to local capacity to implement the programmes and projects. In response, the ministry reviewed the Education Strategic Plan in 2006 and brought it in line with capacity.

- ***Awareness-raising is vital for policy implementation.***

Those who are expected to implement a policy need to be aware of and understand the policy. For example, the Solomon Islands EFA report noted that the provisions of the 1978 Education Act, regulations and guidelines had not been rigorously applied for a number of years; thus, policies and regulations regarding the minimum and maximum ages of entry were being disregarded, leading to problems in providing sufficient pre-primary education and school places throughout the country. Awareness-raising and specific stakeholder discussions on the importance of enrolling children at the right age is crucial to ensuring such policies and regulations are upheld regarding age enrolment requirements.

Similarly, the PNG EFA report highlighted the need for community awareness of the impact of a child not being educated and the benefits of raising awareness of gender-disparities during teacher training; and highlighted the need for more awareness of gender based violence, of the gender strategic plan, and of accountability measures. The PNG report also noted that accountability mechanisms would operate more effectively if funding were available to support awareness raising.



- ***Commitment and funding are crucial for policy implementation.***

Realistic funding is important for various reasons, including because of the close link between teacher performance and teacher remuneration. The Solomon Islands EFA report sees the crisis in teacher absenteeism and high attrition among pre-primary teachers as being due to low remuneration and poor conditions of service. Similarly, Samoa has seen the need to improve teachers' remuneration and service conditions as a means to improve teaching standards in schools. Tuvalu is looking to develop and implement a performance-based management system whereby financial incentives for teachers (i.e. salary increments or bonuses) are linked to performance.

The PNG report notes that many of the country's policies are in line with best international practice, but issues arise when attempts are made to implement these policies because the circumstances are unfavourable, there is a lack of awareness among stakeholders, the budget or funding is insufficient, or over-ambitious policy goals are set. The report recommended that when planning interventions, the government and donors should ensure that funds are available, the commitment is there to carry out the plans in the long term, and they have systems in place to monitor the implementation process.

### ***Foster partnerships***

The national EFA reports indicate widespread awareness of the importance of partnerships. The RMI EFA report, for example, noted the importance of the partnership between the Ministry of Education and communities, and the need to reinvigorate a community-based governance system. According to the World Bank, 'No matter how plentiful the resources are at its disposal, the Ministry of Education must realize that it cannot effectively manage schools from the central office. What it can provide is a strong partner with major responsibility for training and technical assistance to communities in management skills and teacher professionalism' (quoted in Ministry of Education of the Republic of the Marshall Islands, 2014, p. 46). The Ministry of Education needs to provide support through partnership in the form of teachers and other resources, through policy and curriculum guidance, and through mechanisms for coordination and monitoring.

In the Solomon Islands, coordination between line ministries has been established but needs to be strengthened to capture all the data relating to potential barriers to children attending pre-primary education centres. Accessing and analysing information for this sub-sector depends on strong coordination (Solomon Islands Ministry of Education, 2014).

In Samoa, partnership with development partners has 'contributed to the improvement and success of EFA implementation. Their financial support has enabled the many activities to be implemented' (Samoa Ministry of Education, Sports and Culture, 2014b, p. 56). Samoa and the Cook Islands have also developed programmes involving partnership with parents to strengthen the role of parents in education.



### **Box 3.7: Partnership with parents in the Cook Islands and Samoa**

Parents are the first teachers of their children and they can have a very strong impact on the early learning of their child and their later attitudes towards school and more formal education. Parents can also help their children develop the basic skills of literacy and numeracy. Examples of programmes supporting parents include the Te Kakaia programme in the Cook Islands and the Home School Literacy programme in Samoa.

#### ***Te Kakaia programme***

The Kakaia is a native bird of the Cook Islands that nurtures its young in the nest for a long time, with the male and female birds taking turns in this. Inspired by the bird, the Cook Islands Te Kakaia programme places an emphasis on building relationships, spending quality time together, setting consistent boundaries and easy to follow routines, and good behaviour. This is underpinned by strengthening parents' knowledge and understanding of the various stages of child development.

The programme uses 'toolboxes', providing parents with a range of positive parenting strategies for the early years (0-6), middle years (7-12) and teens (13+). The toolboxes are introduced in community workshops and additional support is provided through one-on-one sessions with network members, along with media campaigns to reiterate the key messages. The programme is supported by a full-time employee in the ministry who coordinates Te Kakaia in close collaboration with community antenatal clinics and the ministry's early childhood education advisor.

#### ***The Samoa Home School Literacy Partnership programme***

Under this programme, 10 government schools were selected to engage in activities aimed at improving reading and mathematics skills among primary school students. The programme trains teams of teachers and parents to empower other parents and members of their communities to help and support their children's learning. A partnership between schools and the children's homes has been developed. Books, pocket dictionaries and other resources have been distributed to the schools to support the development of language skills, and it is expected that not only children but also schools will benefit. The intention is to extend the programme to cover all government schools in future.

**Source:** Cook Islands Ministry of Education, 2014; Samoa Ministry of Education, Sports and Culture website (press release).

### ***Invest in teachers***

Education for All is not just about getting children into school but also about ensuring that they become literate and numerate and gain the knowledge, skills and values needed for their futures. PICTs are increasingly aware of the very low level of educational achievement of many children in the region and of the crucial role of teachers in improving this situation. They are also aware of the need to tackle this by more than just training teachers. To attract and retain good teachers, policy-makers need to improve teacher education, deploy teachers more fairly, provide incentives in the form of appropriate salaries, and create attractive career paths (UNESCO, 2014a). Accordingly, Samoa established the National Teacher Development Framework (NTDF), a comprehensive system for developing and managing high quality teachers. It aims to improve quality by improving teachers' commitment, motivation and morale as well as their professional skills, and involves the development and implementation of legislation governing registration, standards, remuneration and a professional development strategy. The implementation of the NTDF enables a teacher appraisal process, diagnosis of teacher development needs, monitoring of teacher practices and evaluating the impact of student learning.

Kiribati sees a need for teacher support rather than just assessment, and teacher self-development rather than just training. The EFA review report notes that there is a need for professional staff to be self-motivated and to have a clear pathway of development (Kiribati Ministry of Education, 2014).



### ***Ensure accountability***

The national EFA reports show increasing awareness of the importance of accountability, including the use and monitoring of performance data. For example, the Samoa report referred to the need to improve accountability through gaining parental and community support, while the Kiribati report notes that a shift from 'Fair to Good' quality education, involves, among other things, ensuring teacher and school accountability. The Kiribati report also notes that data is proving useful in enhancing education quality. In particular, national comparative performance data from the Examinations Unit is being used to motivate teachers to improve the quality of learning.

The Tuvalu report similarly highlighted the need for monitoring and data collection, noting that when secondary school teachers monitor their classes and report non-attendance to the principal, the principal is then able to address this issue. The report also noted that the Tuvalu Standardized Test of Achievement is a useful tool in monitoring and improving learning outcomes, and observed that School Management Committees and Parent Teacher Associations can play a useful role in supporting and monitoring school-based management reforms, while recently-retired education professionals can provide support at the school level.

The PNG report emphasized the importance of financial accountability, noting that improvements in education service delivery would require, among other things, 'Ensuring the integrity of the public financial management for service provision ... and improving transparency and accountability in budget management'. The PNG report also noted the importance of teachers being accountable, observing that lack of accountability had resulted in a high level of teacher absenteeism. The report suggested that the lines of accountability within the administrative framework may need to be reviewed 'to improve governance and accountability of the sector as a whole' (PNG Department of Education, 2014, p. 64).

### ***View education as lifelong learning***

Several of the national EFA reports indicate that there is a growing appreciation in the region of the lifelong nature of education; that even for those not going on to higher education, the education process does not cease when students leave school. The Samoa EFA report, for example, observed that 'Education is a life-long learning process. Education is never finished' (Samoa Ministry of Education, Sports and Culture, 2014b, p. 56). Kiribati's report noted the need for clearer pathways to TVET and life skills in junior secondary education, so as to form a stronger basis for lifelong education.

Many countries in the region operate 'second-chance education' for those who drop out of school and for out-of-school youth and adults. For example, Fiji operates a bridging programme to enable students who have left secondary school prematurely to return at a later stage, while the RMI has an NGO-based non-formal education system for 'at risk' youths who are not in school or employment. A study by the USP as part the Commonwealth of Learning (COL) 2010-2013 project, 'Open School as a Strategy for Second-chance Education in the Pacific' found that both an approach that replicates the curriculum of the conventional school system and an approach that has a more adult-relevant, TVET-oriented curriculum have been successful (Bakalevu, 2011). Also, use of ICT has contributed to the cost effectiveness, efficiency, sustainability and scalability of National Institute of Open Schooling programmes. Open schooling promises to improve access to secondary schooling in the same way that open and distance learning did for tertiary education (Abrioux, 2010).



### Box 3.8: 'Second-chance education': Matua and Waan Aelon in Majel

Matua is a bridging programme in Fiji for former secondary school students who have dropped out, enabling them to return and complete their secondary education. It provides opportunities for the completion of formal schooling beginning with Year 10. Matua students study the conventional Year 10 curriculum in evening classes. Thus, the students of both the day and evening classes are taught by the same teachers and sit the same examinations. Upon successfully completing Year 10, they can continue through to the Year 12 Fiji School Leaving Certificate Examination and the Year 13 Fiji Seventh Form Certificate Examination.

Waan Aelon in Majel (Canoes of the Marshall Islands) is an NGO programme providing non-formal life skills education and vocational education for unemployed youths. The programme was initiated in response to the excessive incidence of idleness, increasing crime, a growing rate of gang-related violence, substance abuse, sexually transmitted diseases, teenage pregnancy, depression and suicide among youths, largely due to the lack of employment opportunities and the youths' lack of skills. The programme is based around the traditional culture of canoes, boat-building and sailing. Besides providing training for employment, it addresses issues of self worth so that, even in the absence of a vibrant labour market, those who have been through the programme can still play a worthwhile role in their families and communities.

**Source:** Fiji Ministry of Education, National Heritage, Culture and Arts, 2015; Bakalevu and Narayan, 2012; Alessio, 2006.



# 4

## Emerging regional challenges and development priorities

This chapter discusses the implications of emerging trends and development issues for the future development of the education sector in the Pacific, and summarizes the post-2015 development agenda, particularly the education agenda, as a reference for possible future policy directions for education development in the Pacific.

Given that education is vital for development and the effects of education are significant across many development sectors (UNESCO, 2014b), the education sector must urgently address various challenges, including low levels of literacy and numeracy in primary education. Unless such challenges are addressed, education systems will not be able to contribute effectively to combating the issues facing the region.

Some of the emerging regional trends and development issues were discussed in Section 1.1 and Chapter 3. These can be summarized as follows:

- Demographic change
- Increasing migration
- Vulnerability to natural disasters and climate change
- Crisis in non-communicable diseases and other health issues
- Widening economic and social disparities
- The challenge of achieving good governance
- The need for peace building
- The need to coordinate partnerships
- Lack of full exploitation of ICT
- Vulnerability to changes in the global economy
- Growth in cultural and creative industries, including tourism
- Sustainability challenges

Details of these trends and issues are discussed in Annex 1.



## 4.1 Implications of the regional challenges

### *Education planning for demographic change*

Planning for new infrastructure, additional teachers, instructors, supervisors additional textbooks and increasing numbers of students, should be on the basis of transparent criteria rather than political considerations. Special emphasis should be placed on resources for quality improvement alongside resources for expansion: the global experience is that unless care is taken, increased access leads to lower quality of provision.

In relation to education planning, it has been acknowledged by many that there is a lack of capacity in the PICTs in education policy-making and planning, combined with a lack of reliable and up-to-date data to make effective policy and planning decisions. Training of key personnel from the PICTs in these areas has always been a challenge due to the cost associated with such training and high staff turnover. A feasibility study was conducted on establishing a regional mechanism (or institute) to provide sustainable training for education officials from the PICTs in policy and planning, proposed by the Pacific Heads of Education Systems and endorsed by the Forum Education Ministers' Meeting 2010, and it was decided at the FEEdMM 2012 that the University of the South Pacific would develop and host such a regional mechanism. Accordingly, the Institute of Education at the USP designed and launched a Professional Certificate in Education Policy and Planning. The programme is offered at the postgraduate level.

### *Education and migration*

Remittances from migrants form a large part of the national income of PICTs. Given that remittances are generally higher from those in highly-skilled employment, this has created a need to ensure that aspiring migrants have internationally-recognized and marketable skills and qualifications. A qualifications framework is needed in which TVET and professional courses are linked to international standards and qualifications, with quality assurance systems that include provider registration and programme accreditation.

More equitable systems of education and training, or a bias towards disadvantaged areas, can reduce deleterious migration. Many people leave poorer regions for towns to obtain better education and employment prospects, and in the process further deplete the human and other resources of that community. Improving education and training opportunities in these less-advantaged regions, especially if accompanied by initiatives to generate employment in these regions, will make people less likely to migrate to urban areas or go abroad. At the same time, training within urban areas can help the country to take economic advantage of a large pool of highly-skilled citizens and reduce emigration.

### *Education and emergencies: Planning for natural disasters*

Schools often provide guidance to students on how to deal with emergencies such as earthquakes and tsunamis, and also serve as refuges in emergencies. Schools also help restore normality after a crisis by serving as a channel for reaching the community. Such services should be encouraged and further developed to help school staff and students, and sector managers at all levels, to better prepare for natural disasters. The overall Comprehensive School Safety (CSS) approach and its three pillars (1. safe school facilities, 2. school disaster management, and 3. risk reduction and resilience education) is a way forward, along with multi-hazard risk assessment and a greater focus on strengthening resilience in the education sector.



The Hyogo Framework for Action (HFA) 2005-2015, adopted at the World Conference on Disaster Reduction (Kobe, Hyogo, Japan, January 2005), was the first plan to explain, describe and detail the work that is required from all sectors and actors to reduce disaster losses. One of the five priorities for action is to use knowledge, innovation and education to build a culture of safety and resilience at all levels. The World Conference on Disaster Risk Reduction (Sendai, Miyagi, Japan, March 2015) adopted the Sendai Framework for Disaster Risk Reduction 2015-2030, or HFA 2, and agreed on the seven targets. One of these is to substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and education facilities, by increasing their resilience by 2030.

### ***Education and health***

Reducing the burden of non-communicable diseases requires a reduction in intermediate and modifiable risk factors. To achieve this PICTs have, in addition to providing treatment, made tremendous efforts to encourage individual behavioural change through awareness campaigns. It is very difficult, however, for individuals to make healthy choices when their social environments continue to promote unhealthy choices or when choices are extremely limited due to cost and availability. The complex causal pathways for NCDs suggests that successful preventive measures are therefore more likely to come from policy-related changes that directly impact the socio-economic behaviour of communities and individuals, rather than from public health awareness and education type interventions alone (UNDP, 2014).

Nevertheless, there are several ways in which the education sector can contribute, in collaboration with other sectors, to improving levels of health and to addressing the NCD crisis. One way is through raising awareness and knowledge about healthy eating habits and healthier lifestyles among students and parents. Another is through school sports. A third way is through a joint approach by the ministries of education and health to ECCE, with data-sharing as part of the partnership. The findings of an investigation to be conducted by the Secretariat of the Pacific Community into the issue of NCDs and vector-borne diseases, and regarding options for addressing these diseases through education, will provide precise guidelines for the education sectors of the PICTs.

High drop-out rates and high rates of unemployment, alcohol abuse, and physical and sexual violence among young people have become common throughout the Pacific region. Furthermore, the PICTs have a high prevalence of unsafe sexual practices, as indicated by high rates of chlamydia and teenage pregnancies. Despite ongoing health campaigns focusing on prevention of HIV and STIs, condom use is still very low. Health messages still focus on abstinence, being faithful to one partner and condom use (the 'ABC' approach), with little emphasis on effective communication skills, dealing with peer influence, gender power relations, self-esteem and responses to sexual and physical abuse. Some education authorities in the Pacific region are developing policies to address other key issues, however, such as bullying, including sexual violence, in schools. A means to address these issues could be Comprehensive Sexuality Education (CSE). This promises to be a useful resource to prepare principals, teachers, students and parents in addressing these issues at the primary and secondary levels. The FEEdMM 2014 acknowledged the potential of this approach by supporting a joint UN agency approach to strengthen CSE programmes (also addressing HIV and AIDS and STIs) in the PICTs.

### ***Reducing economic and social disparities***

The education sector can help reduce economic and social disparities in several ways. One is to bias education resources towards disadvantaged individuals and communities, including towards





improving access for those with disabilities and supporting inclusive education. This approach also includes allocating more resources to children and communities who currently have low educational achievement, even to the extent of the best teachers being assigned to these children and communities. Another approach is for schools and other education institutions to have the flexibility to adapt to the particular needs of disadvantaged students and communities. A further avenue for reducing disparities is to use ICT to improve access to education for remote communities, although it should be noted that it is difficult to provide and maintain some types of ICT infrastructure and facilities in remote areas and these areas currently face very high internet costs.

### ***Education and good governance***

Education systems require good, transparent governance at all levels, not just to ensure their accountability to the nation and prevent corruption, but also to maximize the impact of the resources put into this sector. A lack of accountability in education can be contagious, with, for example, weak external supervision of schools allowing the absenteeism by school principals and a lax attitude to absenteeism by other teachers, leading in turn to a lax attitude towards truancy.

Good governance in education requires a system whereby the work of each actor in the sector is transparent to a manager or other stakeholders, and requires that these stakeholders have some form of sanction over that actor. Accountability requires effective monitoring that not only gathers information but also acts on that information, to reinforce achievement and correct poor performance. Parents and communities can help the government in gathering information on the use and impact of resources, but should also have a role in using that information.

### ***Education and peace-building***

Education can contribute to peace-building and a reduction of tensions and violence in a number of ways. One is by incorporating human rights and values, including peace-building values, and related skills into the curriculum and supporting the way they are dealt with in the classroom. This includes encouraging respect for all members of society, promoting and ensuring equity, strengthening social cohesion, and ensuring widespread awareness of the problem of violence, including the high level of violence against women and children within the region. Schools also need to remove all violence from their premises: violence by teachers (including an aggressive approach in the classroom), bullying between students and aggressive behaviour towards girls or minority groups. Incorporating values into education is a component of 'Education for Sustainable Development', 'Global Citizenship Education', which is one of the three priority areas under the Global Education First Initiative, launched by the UN Secretary-General in September 2012, also supports respect for human rights, social justice, diversity, gender equality and environmental sustainability and empowers learners to be responsible global citizens.

### ***Education and partnerships***

The provision of education and training should be a coordinated, collaborative effort. Effective partnership is needed between the organs of government; between government, community and private sector providers and civil society generally; between government and its development partners; between TVET providers and industry; and between countries on bilateral, regional and global levels. Through partnerships, education ministries and institutions can share experiences, research, lessons learned and good practice. Given that many small island states lack the resources to fully provide all their education and training needs, especially high-level specialist courses, regional institutions, such as the University of the South Pacific, are essential.



### ***Education to improve the effective use of ICT***

Modern forms of ICT are key components of contemporary society and the workplace. Accordingly, all sectors of the economy need education and training to build skills in effective ICT use, and governments must ensure the provision of adequate support systems and maintenance.

The education sector can benefit enormously from using ICT as a tool for distance and open learning, and as a means for data handling and communications. Where computers and the internet are available in schools, they can be used not only to provide access to digital learning resources but also to develop students' investigative, problem-solving and presentation skills, and can also serve to provide rapid feedback to learners. PICTs face a number of constraints to the provision of ICT-enhanced education and training, however, including the high costs of equipment and the internet (if it is even accessible). A reduction in the cost of the internet for education institutions would boost the sector's ability to capitalize on modern forms of ICT. Another constraint is the very short life span of equipment, due to the lack of effective systems of maintenance. Moreover, it is hard for schools in the region to keep up to date with rapid changes in technology.

Besides having access to affordable, reliable ICT, another vital requirement for fully exploiting the benefits of ICT is to have sufficient numbers of teachers who are skilled in using ICT. Currently, many teachers have little understanding and expertise in the effective use of ICT. There are also few ICT specialist teachers, and not only is training difficult to arrange and expensive, but trained ICT specialists are highly sought after and are likely to move from their posts or leave the education sector altogether. Effective regional cooperation is needed to train teachers to have high-level ICT skills, to train specialist teachers and trainers, and to develop and monitor strategies regarding the use of ICT in education and training.

### ***Educating to increase employment***

Education is expected to provide the knowledge, skills and values needed by labour market employees and entrepreneurs. In particular, it is expected to:

- Give the population basic foundation skills and higher level skills that are sufficiently flexible to adapt to a changing labour market.
- Provide specialist skills for key technical and professional positions.
- Maximize local employment by producing highly productive citizens.
- Meet the skills needs of those who will seek work elsewhere in the global labour market and possibly assist the country's population through remittances.
- Provide opportunities for lifelong learning to enable people to increase their knowledge and awareness of various subjects and move within the changing labour market.

Thus, there is a need for going beyond basic education for all, to ensure skills development and lifelong learning for all. This implies increased access to TVET, along with increased access to upper secondary and higher education.

While education and training provision need to be relevant to the labour needs of the formal sector, it must also be relevant to other forms of livelihoods, including in the informal and subsistence sectors, and education should provide the knowledge and skills needed in social and community life. Such skills and knowledge include analytical and problem-solving skills, numeracy, scientific understanding, a high level of literacy, the ability to communicate in more than one language, plus an understanding of the world. Given that we must work in partnership with others, education should also encourage socially-responsible values such as self-motivation, initiative, willingness



to work hard, integrity and concern for others. For TVET, a close link is needed between training providers and prospective employers when planning training, building on effective labour market analysis. Quality assurance is vital for all forms of education and training, and the acquisition of knowledge and skills needs to be demonstrated by qualifications that are recognized nationally, regionally and internationally.

Due to high fertility rates in PICTs, large numbers of youth enter the labour force each year, outpacing formal employment creation. Consequently, there is increasing unemployment and underemployment, especially among youth. Given the limited number of jobs in the formal sector, the informal sector is the dominant segment of the labour market in most PICTs and is where most school leavers will have to find work. PICTs therefore must not only focus on ensuring students have skills required in the formal sector, but must also enhance the skills necessary for school graduates to be productive in the informal sector and to actively participate in the economic and social development of their communities (Grinsted, 2011).

While there are few formal-sector employment opportunities in most PICTs, all young people nevertheless have the right to have access to education and training programmes. There should be no gender stereotyping or preconceptions regarding students' abilities to benefit and achieve the course knowledge, skills and understanding. Furthermore, those who have missed out on education opportunities should have a second chance to gain the education and training they missed.

### ***Preparation for cultural and creative industries***

The growing importance of tourism, and especially cultural tourism, in the Pacific sets a premium on cultural and creative knowledge and skills. This is in addition to the value of cultural education for social cohesion, and the place of cultural understanding and creativity as part of a balanced education. Thus, while education and training institutions and curricula need to ensure students gain knowledge, understanding and skills in, for example, literacy, numeracy, science and technology, students also need cultural and creative education.

### ***Education and sustainability***

Education can help people develop the attitudes, skills and knowledge to make informed decisions for the benefit of themselves and others, now and in the future, and education can enable people to act upon these decisions. For example, education can equip us with the skills to address causes of environmental degradation such as overconsumption, pollution and waste of resources. Recognizing this, UNESCO promotes Education for Sustainable Development (ESD), as a critical means of ensuring people's actions contribute to sustainable, rather than unsustainable, development.

The World Conference on ESD, held in Japan in November 2014, adopted the Aichi-Nagoya Declaration on ESD and called for urgent action to further strengthen and scale up ESD so as to foster a balanced and integrated approach to the three (social, environmental and economic) dimensions of sustainable development. The Global Action Programme on ESD, a follow up to the Decade of ESD (2005-2014) and a concrete contribution to the post-2015 agenda, aims at generating and scaling up ESD actions at all levels and in all areas of education and training.

At the regional level, the Forum Education Ministers' Meeting adopted the Pacific Framework for ESD in 2006, with the goal of empowering Pacific peoples through all forms of locally-relevant and culturally-appropriate education and through learning to make decisions and take actions to meet current and future social, cultural, environmental and economic needs and aspirations.



The Pacific Education Development Framework, adopted at the FEEdMM in 2009, identifies ESD as one of eight cross-cutting themes. Development partners such as SPC, UNESCO and USP, are supporting PICTs in their efforts to implement ESD activities (see Annex 3).

## 4.2 Future policy directions in education

### 4.2.1 Post 2015 Development Agenda – Sustainable Development Goals

The Millennium Development Goals were established for the period 2000 to 2015, and dominated development dialogue for much of this period. In recent years, however, the focus of debates has shifted to the policy directions post-2015. The Post-2015 High Level Panel, established in July 2012 by the UN Secretary General, has been central to these debates. The High-Level Panel, comprising 27 eminent persons, was tasked with making recommendations on the development agenda beyond 2015. Their report, issued in May 2013, called for the following ‘five big, transformative shifts’ (United Nations, 2013a, pp. 5-12):

1. *Leave no one behind*: Ensure that no person – regardless of ethnicity, gender, geography, disability, race or other status – is denied universal human rights and basic economic opportunities.
2. *Put sustainable development at the core*: Halt the alarming pace of climate change and environmental pollution, bring about more social inclusion, foster new technologies and make the fastest-possible progress in reducing unsustainable consumption.
3. *Transform economies for jobs and inclusive growth*: Ensure good job possibilities while moving to sustainable patterns of work and life that will be necessary in a world of limited natural resources. Ensure that everyone has what they need to grow and prosper, including access to quality education and skills, healthcare, clean water, electricity, telecommunications and transport.
4. *Build peace and effective, open and accountable institutions for all*: Recognize peace and good governance as core elements of well-being, not optional extras. Responsive and legitimate institutions should encourage the rule of law, property rights, freedom of speech and the media, open political choice, access to justice and accountable government and public institutions.
5. *Forge a new global partnership*: This partnership should involve governments but also include others: people living in poverty, those with disabilities, women, civil society and indigenous and local communities, traditionally marginalized groups, multilateral institutions, local and national governments, the business community, academia, and private philanthropy. Everyone involved must be fully accountable.

At the end of 2014, the UN Secretary-General prepared a synthesis report covering all the processes and reports related to the post-2015 debate, including the UN consultations, which he presented to the UN Member States in January 2015. Member State negotiations were based on the outcome document by the Open Working Group on Sustainable Development Goals. In September 2015, the Sustainable Development Goals (SDGs) were launched at the United Nations Sustainable Development Summit in New York. There are 17 SDGs and 169 targets (UNDP, 2015).



SDG 4 relates to education: 'Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all'. Ten targets are specified (see Annex 4). SDG 4 will have a great impact on the future direction of education development worldwide, as well as on technical and financial assistance to the education sector, just as MDGs 2 and 3 and the six EFA goals have had for the past 15 years.

### 4.2.2 Education sector contribution to SDGs

While only SDG 4 directly focuses on education, progress towards all of the SDGs can be accelerated by education. As emphasized in the UNESCO policy paper, 'Sustainable Development Begins with Education' (UNESCO, 2014b), education is a catalyst for development. Education is not only an end in itself but is also a means to achieving a broad global development agenda.

In May 2014, the Global Education for All Meeting held in Muscat, Oman, adopted a new vision and an overarching goal for the post-2015 education agenda, and these were endorsed by the August 2014 Asia-Pacific Regional Education Conference held in Bangkok, Thailand.<sup>23</sup> The vision is of education being at the heart of the global development agenda and the goal is to 'Ensure equitable and inclusive quality education and lifelong learning for all by 2030' (UNESCO, 2014c). The Muscat Agreement informed the proposed education targets of the Open Working Group on SDGs and was also used as a reference point at the regional ministerial conferences on education post-2015 and at the World Education Forum (Incheon, Republic of Korea, May 2015).

The World Education Forum adopted the 'Incheon Declaration', which builds on the global EFA movement initiated in Jomtien, Thailand, in 1990 and reiterated in Dakar, Senegal, in 2000. It set a new vision for education towards 2030 as follows:

Our vision is to transform lives through education, recognizing the important role of education as a main driver of development and in achieving the other proposed SDGs. We commit with a sense of urgency to a single, renewed education agenda that is holistic, ambitious and aspirational, leaving no one behind. This new vision is fully captured by the proposed SDG 4 "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all" and its corresponding targets. It is transformative and universal, attends to the 'unfinished business' of the EFA agenda and the education-related MDGs, and addresses global and national education challenges. It is inspired by a humanistic vision of education and development based on human rights and dignity; social justice; inclusion; protection; cultural, linguistic and ethnic diversity; and shared responsibility and accountability. We reaffirm that education is a public good, a fundamental human right and a basis for guaranteeing the realization of other rights. It is essential for peace, tolerance, human fulfilment and sustainable development. We recognize education as key to achieving full employment and poverty eradication. We will focus our efforts on access, equity and inclusion, quality and learning outcomes, within a lifelong learning approach (UNESCO, 2015c).

This vision and SDG 4 reflect the 'five transformative shifts' proposed by the UN High-Level Panel for the post 2015 agenda and they are aligned with the situation, needs and concerns for education and training in the Pacific as discussed in this report.

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<sup>23</sup> The Asia-Pacific regional conference adopted the Asia-Pacific Statement on Education Beyond 2015 (the 'Bangkok Statement').



### 4.2.3 SIDS contribution to developing the SDGs

The UN High Level Panel considered the post-2015 agenda from a global perspective, taking into account the views of leaders worldwide, including those in the Pacific. Views of the PICTs were also reflected, along with the views of other SIDS, in the report of the Third International Conference on Small Island Developing States, which was held in September 2014 and attended by heads of states along with representatives of governments, civil society and other stakeholders. The outcome was the Small Island Developing States Accelerated Modalities of Action, known as the 'SAMOA Pathway' (United Nations, 2014).

The SAMOA Pathway captures the challenges facing SIDS, and places an unequivocal emphasis on the urgent need to address the social, economic and environmental vulnerabilities of SIDS, in particular the threat presented by climate change. Overall, the SAMOA Pathway sets forth, in a concise and focused manner, the priorities of the SIDS and the commitments to specific actions. Regarding education, the SAMOA Pathway emphasized that full and equal access to quality education at all levels is an essential condition for achieving sustainable development and highlighted the importance of local, national, regional and international efforts in this regard. It strongly supported the efforts of SIDS in (a) providing high-quality education and training for youth and girls, with a focus on the most vulnerable, in particular persons with disabilities, including in creative, cultural and environment-related fields, so that all people have the necessary skills and can take advantage of employment opportunities to lead productive lives; (b) ensuring that education contributes to further building peace and promoting social inclusion; and (c) increasing their investment in education, training and skills development for all, including vocational training, and improving access to education, including training in entrepreneurial and vocational skills, through both formal and non-formal means, and the use of distance teaching and the development of training approaches appropriate for SIDS (United Nations, 2014).

The SAMOA Pathway was developed based on the conclusions of the discussions at the SIDS conference and various statements adopted by participants. One such statement was the 'Apia Statement', which was the outcome of a side event on enhancing island resilience through the Education for Sustainable Development programme. This event was organized by UNESCO in partnership with the governments of the Dominican Republic, Mauritius, the Cook Islands and Japan. At this side event, the participants presented good practices on ESD in the SIDS and they developed recommendations for implementing the Global Action Programme on ESD – the follow-up to the UN Decade of ESD – in SIDS. The Apia Statement supported the vision and goal for the post-2015 education agenda that was adopted at the Global Education for All Meeting in Muscat in May 2014 and was affirmed at the Asia-Pacific Regional Education Conference in Bangkok in August 2014, and agreed on the SIDS' vision and priority action areas for the post-2015 education agenda and ESD in SIDS.

The UN High Level Panel also took into account the outcomes of consultations that were held at the country level. Several PICTs, including PNG, Samoa and Solomon Islands, conducted national consultations on the post-2015 development agenda in 2012 and 2013. All of these consultations placed education as a high priority area to be addressed post-2015. Each country varied in their key concerns, however. PNG, for example, was concerned about three broad education issues: (i) access to quality education from the elementary to tertiary levels, (ii) education and literacy for out-of-school youth and adults and (iii) measures for increasing education for girls at all levels. The issues and priority areas identified in the Samoa consultation included (i) low student retention rates, particularly at the secondary level, and (ii) the need to improve the quality of education and increase access to TVET. The Solomon Islands consultation emphasized education



and employment and identified the need for: (i) easier access to schools, with improved physical facilities; (ii) better education, provided by qualified teachers and adequate resources; (iii) lowering the burden of school fees; (iv) adult education; (v) equal education opportunities for children with disabilities and (vi) maintaining cultural and traditional values (The World We Want, 2013).

The UN Sustainable Development Summit held in September 2015 reaffirmed the outcomes of all major UN conferences and summits, including the SAMOA Pathway, along with the outcomes of the country-level consultations, noting their value as a solid foundation in shaping the post-2015 agenda.

## 4.3 The future of international cooperation for education development in the Pacific

While the provision of education services is the primary responsibility of national governments, the geographical characteristics of the PICTs, and their diversity in terms of their economies and populations, along with their severe resource constraints and vulnerability, makes it evident that the countries of the region need to address their development challenges in a collective and coordinated fashion.

The pursuit of collective regional responses to shared development challenges underpins the Pacific Plan (2005-2014), which was initiated as a regional strategy for strengthening cooperation and integration between Pacific countries and was generally accepted as the master development strategy for the region, and one that guided collective regional responses to support development efforts at the national level.<sup>24</sup> A key feature of the plan was that Pacific countries would work closely together on areas requiring collective action, so as to accomplish together more than they could separately, and so as to manage shared resources and achieve the collective vision of ‘a region of peace, harmony, security and economic prosperity, so that all of its people can lead free and worthwhile lives’ (Pacific Islands Forum, 2004). When leaders of the region first endorsed the Pacific Plan in 2005, they decided that it should be a living document – one that would be updated and reviewed regularly (most recently under the Pacific Plan Review 2013) – to best meet continually evolving regional needs (PIFS, 2013).

In May 2014, the Forum Leaders held a Special Retreat in the Cook Islands to discuss the outcomes of the Pacific Plan Review. Recognizing that it was important to move beyond regional cooperation – which had made good progress under the Pacific Plan – towards deeper forms of integration, they agreed to recast the Pacific Plan as the Framework for Pacific Regionalism. This framework rests on the belief that deeper regionalism will help increase socio-economic and development prospects, expand market opportunities, improve service delivery and contribute to security and good governance for Pacific people and for the region as a whole. The framework presents four strategic objectives for regionalism, which continue on from the four pillars of the Pacific Plan: sustainable development, equitable and inclusive economic growth, strengthened governance and security (PIFS, 2014b). Under this framework, ministers and officials will have an ongoing role in driving regional cooperation through decisive collective action in their areas of expertise, and in providing direction to regional organizations.

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<sup>24</sup> Modified extracts of the Statement of the Deputy Secretary General of the Pacific Islands Forum Secretariat, Mr. Feleti Teo, at the opening of the Ninth Forum Education Ministers’ Meeting, 13 May 2012, Port Vila, Vanuatu.



In the education sector, as a result of the work of education ministers, the Pacific region has a regional development strategy in the form of the Pacific Education Development Framework (PEDF). International and regional cooperation for education development in the Pacific is being pursued under the PEDF and with SDG4 in view.

In many PICTs, the education budget relies on a very high level of external funding. PICTs also rely on support and expertise from regional and international organizations and providers of technical assistance and support in education. Australia and New Zealand are the key bilateral donors in the Pacific, together with the United States of America. In addition, several regional and international organizations are actively involved in the education sector in the Pacific. They include the Asian Development Bank (ADB), the Commonwealth of Learning, the Council of Pacific Education (COPE), the Oceania National Olympic Committees, PIFS, Pacific Resources for Education and Learning (PREL), SPC, UNESCO, UNICEF, USP and the World Bank. These organizations are progressively taking on a role in the provision of technical and financial assistance for national and regional education development initiatives that are aligned with national education strategies and plans and with the PEDF.

The PEDF is expected to continue to serve as a regional framework of education and training, though it may evolve in response to the recent global and regional context.<sup>25</sup> It is envisaged that PICTs and development partners will continue to work together under the PEDF, with improved coordination, cooperation and collaboration to implement programmes, projects and initiatives in response to national and regional education challenges and priorities.



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25 The 21st Consultation Meeting of the Pacific Heads of Education Systems (Port Vila, Vanuatu, October 2105) resulted in a decision that the PEDF will either be reviewed or a new regional framework will be developed, to be presented at the FEEdMM in 2016.



# 5

## Conclusions and recommendations

This chapter summarizes the review's findings regarding the Pacific region's progress towards the EFA goals and presents key recommendations that emerged from the review.

### 5.1 Summary

Progress towards the EFA goals has been uneven across the Pacific, reflecting the diversity and special circumstances of the region. The Pacific is made up of countries and territories of different sizes and geographical features, with varying populations and growth rates. Given the diversity of the region, education figures for the Pacific region as a whole should be treated with caution.

While the PICTs differ in many ways, they also share some characteristics. Unemployment is high in the PICTs, especially among youth, and the PICTs have high levels of overseas dependence. Pacific island economies were traditionally dependent on agriculture but are changing, with gradual growth in the services sector. The PICTs, as small islands, have fragile environments and are highly susceptible to natural disasters.

The lack of good quality education statistics in the Pacific is a fundamental difficulty when reporting on progress towards EFA. This report relied mainly on data from national EFA reports but that data is generally not comparable between countries. The weaknesses in the systems for the collection and use of education data in the PICTs stem from various factors, including poor management of school records, poor data collection processes, poor quality EMIS software and hardware, lack of capacity and ownership in the EMIS teams, and the low priority given to EMIS.

From the data available, this review found that, overall, access to pre-primary education and post-basic education is increasing in the Pacific (EFA goals 1 and 3). In addition, most countries in the Pacific have made good progress under EFA goal 2, as most primary aged children are enrolled in school. Some progress is being made in improving levels of literacy among youth and adults (EFA goal 4), but this could be a result of more children attending school rather than being due to programmes to support adult and youth literacy. Progress under EFA goal 5 is mixed across countries and across levels of education, with evidence of inequalities that favour boys in some instances and girls in others. Evidence for improvement in the quality of education (EFA goal 6) is more difficult to determine as overall improvement in student achievement is not yet evident.

#### **EFA goal 1: Early childhood care and education**

By 2010, participation in pre-primary education in the Pacific had improved by more than 80 per cent since 2000 and the Pacific average pre-primary GER (72 per cent) was higher than the world average in 2012 (54 per cent). Country-level data indicates that rates of participation vary



considerably between the PICTs, however. Data from Nauru, Niue and Tuvalu indicate that more than 90 per cent of children in these countries participated in pre-primary education in 2012. In the Cook Islands, the pre-primary GER was 95 per cent in 2012 but their EFA report notes that accessibility is not uniform across the country. In the RMI, Samoa and the Solomon Islands participation was less than 50 per cent. While there is little difference in the participation of both boys and girls at the pre-primary level, the quality of education is highly variable between and within countries and there are still large numbers of unqualified or poorly trained pre-primary teachers in the region.

### **EFA goal 2: Universal primary education**

The PICTs are on track to achieve universal primary education. Regionally, the adjusted net enrolment rate was 89 per cent in 2012, which suggests that the majority of primary school aged children are enrolled in school. All of the PICTs except Nauru and Tuvalu have a GER of over 100 per cent. The regional GER stood at 115 per cent in 2012, but is highly weighted by the high GERs in the countries with large populations: PNG and the Solomon Islands. The Pacific has the largest gap between the ANER and the GER in the world, indicating that there is theoretically enough capacity within the primary school systems in the region to accommodate all children of primary school age and that there are many children enrolled in primary schools who are over- or under-age. About 10 per cent of the primary school aged children in the region are out-of-school and some countries have not yet ensured that all children complete primary education. Children with disabilities may be a major part of this group, together with those from poorer families and communities and/or those with parents who are themselves illiterate. A variety of factors contribute to low retention and completion rates, such as long distances to the nearest school; the need for children to help at home (keeping them from attending school); and the cost of schooling, despite fee free education in many PICTs.

### **EFA goal 3: Life skills and continuous learning**

Awareness of the importance of providing training and learning opportunities to youth and adults, especially to those who have left the formal education system, has increased in the Pacific. Secondary education is the main channel through which learning and training opportunities are delivered to youth in the Pacific. The GER for lower secondary education increased from 44 per cent in 2000 to 77 per cent in 2012. As with primary education, large numbers of youth are enrolled in lower secondary education who are younger or older than they should be. Participation in upper secondary education is less than for lower secondary and in some countries this difference is significant. There are still high drop-out rates as students move through school.

Few data are available for TVET in the region, mostly due to a lack of data collection from TVET institutions in countries in the Pacific. The available data suggests, however, that TVET opportunities exist throughout the Pacific and these are increasingly becoming better regulated, better resourced and of higher quality. Similarly, many PICTs offer NFE opportunities but, due to the nature of NFE, data is insufficient to indicate how accessible these are for youth and whether access has improved over time.

### **EFA goal 4: Adult literacy**

The average adult literacy rate in the Pacific (71 per cent) is below the world average (84 per cent). This is primarily due to the relatively low literacy rates in PNG, which has the largest population in the region and also the lowest literacy rate. While PNG's literacy rate is low, PNG has seen the largest improvement in the Pacific, with an increase from 51 per cent in the years 1995-2004 to 60 per cent in the years 2005-2012. Improvements in literacy rates have also been reported in other PICTs.



The number of illiterate adults in the Pacific has risen over the last two decades. While there were almost 1.6 million illiterate adults in the Pacific in the period 1995-2004, there were 1.9 million in the period 2005-2012. The percentage of these adults who came from PNG remained the same at around 88 per cent. The numbers of illiterate adults and youth differ significantly in some of the PICTs, with many having fewer illiterate youth than illiterate adults. This indicates the positive effect of more children learning to read and write at school.

### **EFA goal 5: Gender parity and equality in education**

Gender disparities in access to and participation in education are still evident in the Pacific but, depending on the country and level of education, these disparities sometimes exist in favour of girls and other times in favour of boys. Overall there is a higher percentage of boys of the correct age enrolled in primary education than girls, but the data are skewed by the figures from the Solomon Islands and PNG, where boys outnumber girls in primary school. At the lower secondary level, there are also a higher percentage of boys enrolled than of girls in the Pacific as a whole, but there are several countries in which girls outnumber boys at this level. At the post-secondary and TVET levels, some courses have more males while others have more females, influenced in part by societal perceptions relating to suitable jobs for males and females.

### **EFA goal 6: Quality of education**

Progress towards EFA goal 6, improving all aspects of the quality of education, is difficult to measure. Efforts to achieve this goal have included programmes to increase the skills and capabilities of their teachers, to upgrade classrooms and school facilities, to review and update curricula, and to make teaching and learning materials more available, but to date the time frame has been too short to determine whether or not there has been an improvement in student learning outcomes. Results of the Pacific Islands Literacy and Numeracy Assessment 2012 indicate that literacy and numeracy achievements for Year 4 and Year 6 students in PICTs were poor. These aggregated results hide variations between countries, however. In addition to quality, the relevance of what is being taught is equally important and is an area of growing concern in many countries.

While it is evident that many of the EFA goals will not be achieved by the end of 2015, progress towards meeting them has accelerated and there is an increasing effort in the Pacific region to improve access to education, reduce disparities and improve education outcomes.

## **5.2 Key recommendations**

These recommendations are directed towards national governments, regional institutions and partners and pertain to their future activities in the development of education in the Pacific.

### **Recommendation 1: Increase investment and improve quality standards in ECCE**

Research indicates that early interventions for young children are essential for children's well-being. ECCE programmes have long-term benefits for the development of human capital, social cohesion and economic success. It is now well understood that intervening earlier requires fewer resources and less effort, while also being more effective. Data indicates that the most disadvantaged children experience the most dramatic gains from good quality early childhood development programmes; yet it is these children who are least likely to participate in these programmes (UNESCO, 2015b). PICTs are encouraged to provide all children with at least one year of free and compulsory high quality pre-primary education, as recommended in the Incheon Declaration (UNESCO, 2015c).



## **Recommendation 2: Accelerate universal participation in and completion of primary education**

At least 10 per cent of all eligible children in the Pacific are still not enrolled in primary school. In addition, many over- or under-age children are enrolled in primary schools. Although many PICTs have implemented fee free primary education, barriers to access still exist, such as distance to school, cost of schooling, poor quality teachers and high absenteeism. Governments must continue to work towards universal primary education and reduce these impediments to attendance. It is critical that governments in all PICTs move to make at least primary school compulsory and free by law and strengthen the enforcement of this law to ensure that all children eligible for compulsory education are in fact attending and completing school.<sup>26</sup>

## **Recommendation 3: Ensure predictable and sustainable financing of the education sector**

While the governments of the PICTs have developed national strategic plans for education, they must ensure that these plans are supported with sufficient financing and effective implementation strategies. Governments also need to provide adequate and consistent financial allocations for the provision of sufficient human and technical resources to implement the plans and improve future planning.

Given that the economies of PICTs generally cannot be sustained by domestic resources alone, the PICTs require reliable external funding. External inputs to education and training in the form of development assistance need to be sustained at a level that supports the sustainable development of the sector. Development partners are requested to make more consistent and longer-term commitments to enable governments to commit to the implementation of their strategic plans to support better educational outcomes.

Since PICTs have limited resources with which to address the issues and challenges in the education sector and to respond to the recommendations here, it is important that PICTs prioritize their programmes, projects and activities considering the available human and financial resources, with assistance from development partners.

## **Recommendation 4: Improve the quality of education**

More attention needs to be placed on the quality of education at all levels. Improving the quality of education and student learning outcomes is only possible when there is a qualified, professionally trained, motivated, committed and well-supported teaching workforce. Achieving this will involve improving teacher training and opportunities for professional development and ensuring conditions of service are up to standard. Quality in education will also be supported by good quality learning materials and learning environments that are safe, healthy, gender-sensitive, inclusive and conducive to learning. In addition, teachers and educators as well as learners need to be well versed in the use of ICT to improve access to education, enhance teaching and learning, and strengthen education management.

## **Recommendation 5: Strengthen opportunities for further education and improve the relevance of education and training**

While universal primary education is close to being achieved, many students still do not have secondary education, and many others either drop out of secondary school or they complete

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<sup>26</sup> Please also refer to UNDP's Recommendation Four: Foster Wider Access to Basic Education for Children and Youth (UNDP, 2014).



secondary school with no prospect of employment. In view of recent socio-economic and demographic transformations, technological advancements, migration trends and growing youth unemployment, governments need to strengthen opportunities for further education and increase the relevance of education. By ensuring better opportunities to gain adequate skills for employment in both the formal and informal sectors, and by increasing opportunities for lifelong learning and empowering citizens to become more informed, governments will enable youth and adults to contribute positively to the overall development and sustainability of their communities and countries.

Governments need to go beyond basic education and improve access, quality and equity across the education sector as a whole. The knowledge and skills gained through upper secondary education, TVET, higher education and lifelong learning are increasingly vital for productive local markets and for entry into the highly competitive global labour market. Both increasingly demand higher-level specialist and transferable skills. High-level ICT knowledge and skills are particularly important. In the future, more emphasis may be needed on preparation for the private sector rather than the public sector.<sup>27</sup> Lifelong access to learning, including non-formal education and second-chance education are important for reaching those who have been unable to gain formal education qualifications.

Given that education has an important role to play in peace building and social cohesion, governments need to ensure that all citizens can acquire skills and competencies that allow them to be more creative and innovative, to think critically, to communicate effectively, to solve problems independently, to participate actively and responsibly in their communities, to adapt to and assimilate change and to contribute to peaceful and sustainable development. The curriculum should incorporate universal principles such as human rights, gender equality, democracy and social justice, and the need to respect cultural diversity, local and traditional knowledge and indigenous wisdom and practices. The values of peace and non-violence should be promoted in schools, including through removing all forms of violence from school premises. A policy on the language of instruction, including the use of the child's first language for early acquisition of literacy and numeracy, should be carefully considered.

### **Recommendation 6: Strengthen inclusive education**

More emphasis needs to be placed on inclusive education in the region and on addressing all forms of marginalization and inequalities, with a particular focus on addressing gender inequality in access to education. The needs of people with disabilities should be met at all levels of education. In order to fully implement inclusive education policies, governments must ensure that there is adequate financing to support these policies and ensure that disadvantaged children, youth and adults have every opportunity to gain the competencies to enable them to be active, responsible citizens and engage in decent livelihoods.

### **Recommendation 7: Enhance accountability in governance and management**

All institutions and actors in the education sector should be accountable. Governments must ensure that appropriate governance and accountability mechanisms are in place. In addition, governments must implement human capacity development and leadership training to make systems of governance and management effective. The participation of all stakeholders at all levels of the system should be enhanced and ministries of education need to build capacity

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<sup>27</sup> Please also refer to UNDP's Recommendation Five: Broaden Employment Opportunities, especially for Youth and Women (UNDP, 2014).



within themselves to manage partnerships with communities and the private sector to improve the quality of education.

### **Recommendation 8: Improve monitoring and data management capacity**

Transparency, accountability and effectiveness all depend on effective monitoring, and on consistent data collection and management. Gaps in data collection, analysis and interpretation make it difficult to develop appropriate policies and plans and make it difficult to assess whether or not projects and programmes are meeting identified needs and objectives. Governments must commit to improving monitoring and evaluation systems and to increasing capacity in using information and data to make informed decisions relating to education.

### **Recommendation 9: Increase the knowledge base through research and studies**

Given the lack of evidence to support decision-making on education issues in the Pacific, governments should increase the knowledge base through supporting research and studies in this area. In particular, research is required to identify ways to address education bottlenecks in the PICTs, such as those in the sub-sectors of ECCE and TVET, and to address teacher-related issues. The technical support of development partners will be essential in this regard.

### **Recommendation 10: Strengthen partnerships**

Partnerships at all levels, locally, nationally, regionally and internationally, are vital in achieving the EFA goals. These partnerships should involve local and national governments but also include other stakeholders, including traditionally marginalized groups, such as people living in poverty and people with disabilities; women; parents; indigenous and local communities; civil society; academia; the business community; and private philanthropists.

Individual countries cannot deal with all the issues and challenges in the education sector alone. Development partners have played a key role in collaborating with PICTs in initiating and developing a wide range of regional initiatives (see Annex 3), but further partnerships are needed. Development partners, including regional and international organizations and multilateral and bilateral donors, need to work with national governments within the PEDF and in a more coordinated way, to develop and implement national and regional initiatives in response to local needs and challenges.



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# Annex 1: Emerging regional trends and development challenges in the Pacific

This section looks at the broader development context and emerging trends and challenges in the region, which go beyond the education sector but will have implications for future developments in the education sector.

The emerging regional trends and development challenges can be summarized as follows:

- Demographic change
- Increasing migration
- Vulnerability to natural disasters and climate change
- Crisis in non-communicable diseases and other health issues
- Widening economic and social disparities
- The challenge of achieving good governance
- The need for peace building
- The need to coordinate partnerships
- Lack of full exploitation of ICT
- Vulnerability to global economic changes
- Growth in cultural and creative industries, including tourism
- Sustainability challenges

## *Demographic change*

Some PICTs, namely PNG, Vanuatu and Kiribati, have high population growth rates, and have seen a reduction in the median age. The increasing number of children and young people places a strain on the national economies, especially in terms of the need to expand education services and employment opportunities.

In all Pacific Islands there has been a significant growth in population density, especially in urban areas. The increase in population density is a result of movement from rural areas to urban areas, where there is an expectation of better prospects for income generation. This internal migration leads to high urban unemployment as it is not possible to increase employment opportunities rapidly enough to meet demand for jobs, even in urban areas. In PICTs with high economic growth rates, this growth tends not to be accompanied by a corresponding growth in employment.



### ***Increasing migration***

Migration has always been relatively high in the Pacific but is increasing, as in other parts of the world, and is expected to increase further in the future. The 2013 Global Migration Report for the Pacific gives a number of reasons for this. One is increasing usage and connectivity of information and communications technology (International Migration Institute, 2013). On the one hand, ICT can reduce the need to travel long distances to, for example, keep in touch with family members living outside the region or undertake medical consultations, or for employment if workers can 'telecommute' using the internet. On the other hand, ICT is also likely to increase migration by providing information about destination societies, raising aspirations and helping to secure jobs and housing to facilitate migration. Another factor encouraging migration is improved levels of literacy as this increases both the capacity and aspiration to migrate, especially to undertake further education and skills training. A further factor likely to encourage future migration of young people from PICTs is the aging population of Australia and New Zealand. This is likely to create an increased demand for labour in these countries. PICTs have a high proportion of people in the 15-24 age group, which is the group most likely to migrate.

Migration from the PICTs is an issue, as it can lead to brain drain, internal migration from poorer, more remote regions to the economic hubs, and can also cause problems such as friction between the settled and migrating population. The rural-urban drift is a major challenge in the Solomon Islands, Tuvalu and Vanuatu. Forced migration, as a result of civil unrest or natural disasters, raises additional problems. In view of the potential impact of climate change on migration, and the need to enhance the capacity of PICTs to manage those impacts, the European Union (EU), the International Labour Organization (ILO), the United Nations Development Programme (UNDP) and the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) launched a Labour Market Compendium in August 2014 as the product of a three-year, EU-funded project.

Migration can also have positive impacts, however. For example, migrants often send remittances to the regions they have migrated from. Furthermore, by increasing the size of the urban population, rural-urban migration provides a large urban workforce and can thereby benefit industry and trade.

### ***Vulnerability to natural disasters and climate change***

The PICTs are also some of the most vulnerable countries in the world to natural disasters and the impact of climate change. A 2012 World Bank Report noted that,

Of the 20 countries in the world with the highest average annual disaster losses scaled by gross domestic product, eight are Pacific island countries: Vanuatu, Niue, Tonga, the FSM, the Solomon Islands, Fiji, RMI, and the Cook Islands. Since 1950 extreme events have affected approximately 9.2 million people in the Pacific region, causing 9,811 deaths and damage of around US\$3.2 billion. A "business as usual" approach to managing risks - one that focuses more on disaster relief than on long-term disaster risk reduction (DRR) and climate change adaptation (CCA) - will result in increased economic and human losses from extreme events. A business as usual approach may also slow economic growth and delay or even set back progress towards Millennium Development Goals (World Bank, 2012).

### ***Crisis in non-communicable diseases and other health issues***

Non-communicable diseases (NCDs) such as diabetes, heart disease and cancer account for about 70 per cent of all deaths in the Pacific region. Many of these deaths are preventable. PICTs have some of the highest rates of diabetes in the world, in many cases more than double the world



average. According to Paula Vivili, Deputy Director at SPC's Public Health Division,

The 10 countries in the world with the highest overweight and obesity rates are in the Pacific, as are almost all the 10 countries with the highest prevalence of diabetes in the world, and these are major drivers of NCDs. The region is struggling to cope with the burden on individuals, families, communities, health systems and Pacific economies and development more broadly. Urgent action needs to be taken now. The good news is that there are proven, affordable and cost-effective strategies available (SPC, 2014).

The NCD Roadmap Report<sup>28</sup> recommends four key strategies for inclusion in every national NCD roadmap in the Pacific. These are: (i) strengthen tobacco control; (ii) develop policies on the food and drink products that are directly linked to obesity, diabetes, heart disease and other NCDs; (iii) improve the efficiency and impact of the existing health dollar by reallocating scarce health resources to targeted primary and secondary prevention of NCDs; and (iv) strengthen the evidence base for better investment planning and programme effectiveness to ensure interventions work as intended and provide value for money (World Bank, 2014a). The report also provides an evidence base for the PICTs to develop their own country-specific NCD roadmaps. Other health issues in the Pacific include HIV/AIDs and sexually transmitted infections, as briefly discussed in Section 1.1.

### ***Widening economic and social disparities***

While the Pacific region is more egalitarian than many other parts of the world, the region has widening disparities. On the one hand, segments of the population, especially those in urban areas, have a good education and skills, and the resources for travel, trade and migration, and therefore have the potential to significantly increase their incomes. On the other hand, others, mostly those living in poor rural areas, as well as marginalized groups and people with disabilities, receive a poorer level of education and lower access to other services and, despite an increasing cost of living, have no opportunity to increase their incomes, and have no access to social protection. In many cases, the most disadvantaged groups and individuals are more difficult to reach because they live in remote locations.

### ***The challenge of achieving good governance***

The accountability of government and public institutions is of growing concern in the Pacific, as elsewhere, though the extent of the problem is perceived to vary across the region. Data on levels of corruption in the Pacific are limited. Transparency International's 2013 corruption perceptions index ranked PNG alongside Nigeria at 144 out of 175 countries. In 2011, Samoa was ranked 69 on this list, on a par with Italy. Recognizing the issue, the Cook Islands, the FSM, Fiji, the RMI, Palau and Vanuatu have acceded to the UN Convention against Corruption.

Across the region there is increasing commitment to strengthening parliaments and to increasing the political empowerment of women. Pacific Island governments and international development partners are also increasingly recognizing the need to improve financial management, procurement and auditing. Development partners are progressively seeking to put more of their funds through national systems, in accordance with the 2005 Paris Declaration on Aid Effectiveness and the 2008 Accra Agenda for Action, but can only do so when financial and procurement risks are minimized.

Governments in the region are increasingly providing grant funding to schools and other public institutions to replace direct user charges. Transparency in the use of the funds by these institutions

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<sup>28</sup> A background document on preventing and controlling NCDs in the Pacific, circulated in June 2014 for consideration by the Joint Forum Economic and Pacific Health Ministers' Meeting in July 2014.



is vital if the funds are to be used effectively and corruption minimized. The accountability of public servants also needs attention to ensure their attendance and performance, for example reducing unauthorized teacher absences from classes. Accountability systems should also include mechanisms for users of government services to see where funds are going and to be able to take action where there is mismanagement.

Good governance implies national planning for such actions as the siting of new schools and clinics on the basis of logical, fair and transparent criteria and procedures rather than on purely political considerations. A major tool in pursuing good governance is effective monitoring, which tracks resources and the results obtained from their employment. While there have been significant improvements in data acquisition and monitoring systems in the region, more emphasis is needed on this area.

### ***The need for peace-building***

While some major political crises and civil unrest in the region have been overcome, ongoing tensions remain and various factors persist that have the potential to encourage conflict in the future. These include perceptions of corruption and inequitable development, increased migration and urbanization, growing unemployment, and widening income and social disparities. Governments are increasingly recognizing the need for peace-building initiatives, to prevent conflict, and the need for mechanisms for greater participation, especially female participation, in politics and development, and a spirit of unity, partnership and mutual understanding.

### ***The need to coordinate partnerships***

The small island states of the Pacific rely for their development on partnerships with each other and with their international and regional development partners. Part of this collaboration has been in the form of regional bodies such as:

- The Pacific Islands Forum and its constituent Council of Regional Organisations in the Pacific (CROP).
- The Secretariat of the Pacific Community and the Educational Quality and Assessment Programme within the SPC.
- The University of the South Pacific.

These agencies are taking an increasingly proactive role in development in the region. For example, the Pacific Islands Forum has established a Pacific Regional Digital Strategy and a 2014 Framework for Pacific Regionalism.

The PICTs also have partnership agreements with 'development partners', including an increasing number of official development agencies and international NGOs. Within individual states, governments are in partnership with private sector bodies, community-based organizations and faith-based organizations. The PICTs are also active members of the SIDS group, and participated in the Third International Conference of Small Island Developing States, held in Samoa in 2014.

A major development challenge is the coordination of these partnerships and their initiatives, visions, policies and priorities into a coherent development plan. Both the EFA initiative and the MDGs were ways of supporting a more coherent and strategic approach by development partners.

### ***Lack of full exploitation of ICT***

The potential benefits of increased ICT usage and connectivity in the Pacific have been appreciated for some time, especially for reaching remote communities and facilitating engagement in the



global economy. As noted by the United Nations Office for the Coordination of Humanitarian Affairs in 2013, mobile phone sales are growing rapidly in the Pacific, with 60 per cent of Pacific Islanders having access to a mobile phone in 2013, while around 80 per cent of the inhabitants in Fiji, Samoa and Vanuatu had access. Internet access and usage are relatively low in the Pacific, but are growing. This increased use of internet was demonstrated when the Samoa National Disaster Management Office turned to social media to communicate critical information to the public when Tropical Cyclone Evan struck in December 2012 (OCHA, 2013). In Fiji and PNG, mobile healthcare services are becoming increasingly available, reducing the need for people to travel long distances (and at times over international borders) for medical consultations. Instead, people can text their questions to medical professionals or consult websites updated in real time for information about diseases and treatments (Cave, 2012). While progress has been made, these developments have lagged behind many other parts of the world, however, and notably behind the neighbouring countries of Australia and New Zealand. The Regional Digital Strategy of the Pacific Islands Forum noted that,

Few inhabitants of the Pacific Island Countries are able to enjoy the benefits of access to telecommunications and the Internet. Those with access are faced with slower speeds and much higher costs than in the developed world. There is also inequality in ICT access, with women, youth and disadvantaged being amongst the most excluded groups. However, ICTs are significant tools for social and economic empowerment. In order to make good use of ICTs to foster education, health and administration and to improve communications, a rapid expansion of telecommunications and a reduction in their costs is urgently required throughout the Pacific. The Pacific has problems caused by large distances, small scale and scattered populations and markets, and a low level of investments in telecommunications and human resources. All these problems can be addressed and the development of ICTs accelerated, by selection of appropriate mechanisms for cooperation, market integration and provision of services on a regional basis (PIFS, 2006).

A review of the Digital Strategy in 2010 noted that the absence of sufficient skills, knowledge and experience was a major constraint on ICT innovation.

### ***Vulnerability to global economic changes***

The PICTs suffer the economic constraints of most small island states: absence of economies of scale, large distances to major markets, limited natural resources and narrowly-based economies. An article in the Asian Development Bank's Pacific Economic Monitor observed that:

Not only are exports small, but they appear to be concentrated on certain products and, for some countries, exported to one major trading partner. Close to 60 per cent of the Cook Islands' exports, mostly fish, are for the Japanese market. About a quarter of Tonga's exports (e.g., fish, root crops, kava, and squash) are shipped to Japan while a fifth goes to the New Zealand market. Solomon Islands' round logs are mostly exported to the Peoples Republic of China and almost all gold exports are sent to Australia (Edmonds, C. et. al., 2013).

Another article in the same ADB Bulletin noted that:

The idea of North Pacific island economies ever being entirely self-sufficient economically, as sometimes envisioned for the freely associated states, is improbable. Even Hawaii, the most advanced economy in the region and now an integral part of the US, is far from self-sufficient, with few exports and a narrowing economic base reliant on tourism and military expenditures (Finin, 2013).





The large distances between and within Pacific islands, and the scarcity of local energy sources, means that these countries are particularly vulnerable to changes in the global price of oil. Trade and tourism are both heavily dependent on the cost of transport, and the higher the cost to air carriers, the less will be the investment of these air carriers in the region.

This economic vulnerability of PICTs is reflected in their labour market in terms of the availability of employment and the mix of sectors and skills in most demand. For example, Nauru's economy, employment and population were severely affected by stagnation in the global phosphate market prior to 2005. Tourism is a vital and growing source of income in the Pacific, yet Australian tourism to the region declined by around 9 per cent year-on-year in the first quarter of 2013, while cyclones also have a major impact on overall tourism to these countries.

The World Bank emphasizes the importance of partnerships for development in the Pacific, noting that,

Sustained development progress will require long-term cooperation by international partners. More broadly, greater economic integration, more equitable natural resource agreements, and more open labour markets in metropolitan neighbours, and adaptation to climate change will also be vital for the longer term future of the Pacific Islands (World Bank, 2014b).

#### **Box A1.1: Socio-economic impact of Nauru's vulnerability**

Nauru has a population of just under 10,000. Phosphate mining is the driver of its economy, trade and foreign relations. Stagnation in the global phosphate market from the late 1990s to around 2005 brought about a major crisis in the economy of Nauru, its labour market and its population. It has since largely recovered, but with major changes to the population, largely as a result of the loss of expatriate miners. Between 2002 and 2006, the population decreased by 8 per cent from 10,065 to 9,233. And while in 2002 one quarter of the Nauru's total population were non-Nauruan nationals, this was only 6 per cent in 2011.

In 2002, labour force participation stood at 56 per cent for the total population and just 41 per cent for women. The youth unemployment rate (ages 15-19) was 70 per cent. Only 58.2 per cent of males and 35.2 per cent of females received regular paid income. By 2011, the labour force participation rate had increased to 78.9 per cent for men and 49.3 per cent for women, and 85 per cent of all households received wages or salary.

**Source:** Nauru Department of Education, 2015.

#### ***Growth in cultural and creative industries, including tourism***

Tourism is considered to be one of the most promising growth sectors in the Pacific region. 'The number of tourist arrivals has more than doubled in the past decade, from around 600,000 in 2002 to 1.3 million ten years later. The potential for tourism in the Pacific is substantial as many islands offer unspoiled nature and scenic landscapes' (Helbe and Mutuc, 2014).

There is significant potential in the Pacific to further develop cultural tourism. Cultural tourism accounts for 40 per cent of world tourism revenues. And culture-led development encourages greater social inclusiveness and rootedness, resilience, innovation, creativity and entrepreneurship for individuals and communities, and the use of local resources, skills and knowledge. Respecting and supporting cultural expressions contributes to strengthening the social capital of a community and fosters trust in public institutions. Cultural factors also influence lifestyles, individual behaviour, consumption patterns, values related to environmental stewardship and interaction with the natural environment. Local and indigenous knowledge systems and environmental management



practices provide valuable insight and tools for tackling ecological challenges, preventing biodiversity loss, reducing land degradation and mitigating the effects of climate change (UNESCO, 2012).

### ***Sustainability challenges***

Unsustainable patterns of economic production and consumption are contributing to environmental degradation, global warming and an upsurge in natural disasters. Vulnerability, inequality, exclusion and violence have increased within and across societies throughout the world. Moreover, while international human rights frameworks have been strengthened over the past several decades, the implementation and protection of these norms remain a challenge. For example, despite the progressive empowerment of women through greater access to education, they continue to face discrimination in public life and in employment. Violence against women and children, particularly girls, continues to undermine their rights. Again, while technological development contributes to greater interconnectedness and offers new avenues for exchange, cooperation and solidarity, we also see an increase in cultural and religious intolerance, identity-based political mobilization and conflict (UNESCO, 2015b).

Looking at just the Pacific region, sustainable development is by no means assured. SIDS are highly dependent on financial resources from the international community, notably from Australia, New Zealand and the USA. Although it is improbable that North Pacific island economies will ever be entirely self-sufficient economically, 'the current economic support arrangements between the United States (US) with the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI), both linked to the US through free association, are set to expire' (Finin, 2013). And the present level of financial support for the Pacific Islands from Australia and New Zealand cannot be assumed to continue indefinitely.

Many of the resources on which PICTs depend are either finite, such as mineral deposits, or are being consumed at an unsustainable rate, for example forests and fish stocks. Growing populations and increased tourism place demands on limited food, water and energy resources. And climate change could have a devastating impact on these finite resources.

Many development programmes are critically dependent on a small number of people. Investments in human capacity development can be lost as those trained move to other employment or migrate within countries or abroad. It is thus a major challenge in the Pacific to ensure that development is sustainable.



# Annex 2: Tracking progress

This section explains the alignment of the PEDF Monitoring and Evaluation Framework with EFA. In addition, this section discusses the challenges of monitoring and reporting on progress in the Pacific given the limited coverage and low quality of education data.

## A2.1 Education for All and the Pacific Education Development Framework

### *Education for All*

EFA is a global movement aiming to meet the learning needs of all children, youth and adults by 2015. The EFA goals are linked to the eight MDGs, which were also to be achieved by 2015, especially to MDG 2 (universal primary education) and MDG 3 (gender equality). UNESCO was mandated to lead the EFA movement and coordinate international efforts to achieve the EFA goals. Governments, development partners, civil society, non-governmental organizations and the media are some of the partners working towards the EFA goals.

### *Pacific Education Development Framework*

The PEDF is a development plan for education in the Pacific region. The PEDF was developed to coordinate regional education activities and provide a platform for policy dialogue and cooperation at a regional level. The framework is based on and aligned with global commitments made by PICTs, including the EFA agenda and the MDGs.

The PEDF was developed through a comprehensive consultation process with all Forum Island Countries, and reflects the challenges and needs of Pacific countries in improving their education systems:

The PEDF embraces a ‘bottom up’ approach to education sector development and planning, complemented by a ‘top down’ perspective based on global commitments and the regional Pacific Plan endorsed by the Forum Leaders. The PEDF addresses the special needs of Small Island States (SISs) which have been prioritised in the Pacific Plan and also the MDGs (Pacific Islands Forum Secretariat, 2009, p. 3).

The PEDF’s vision is ‘Quality education for all’ in Pacific Island countries and has three strategic goals:

1. To achieve universal and equitable participation and access to education and training
2. To improve quality and outcomes
3. To achieve efficient and effective utilisation of resources

This key regional strategy document covers all education sub-sectors from early childhood to adult education, with the exception of higher education.



The framework is divided into 6 sub-sectors:

- SSE1: Early Care and Childhood Education
- SSE2: Formal School Education (Primary and Secondary)
- SSE3: Technical and Vocational Education and Training
- SSE4: Non-Formal Education
- SSE5: Teacher Development
- SSE6: System Governance and Administration

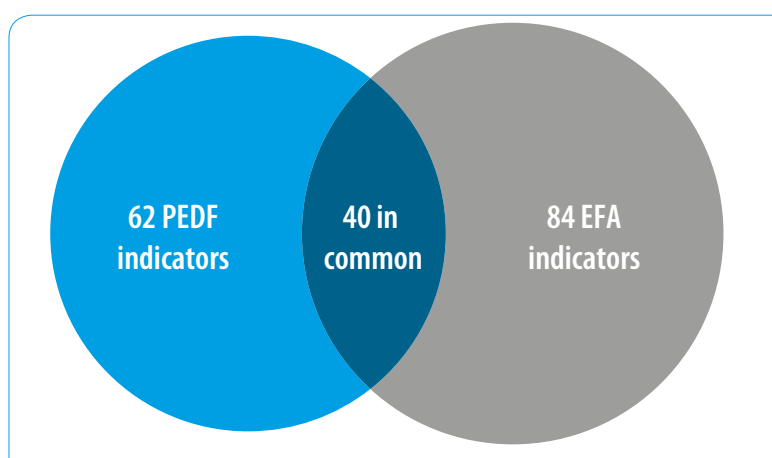
The framework is reviewed on an annual basis and includes a mechanism for monitoring and evaluation (M&E), which was developed to assist PICTs in reporting the results of their national efforts and progress towards achieving the regional strategic goals, and also to measure the impact of external funding and technical support in achieving the national and regional education goals. A regional tracking report was prepared in 2014 that synthesized the national indicator data.

### ***How the EFA national reports contribute to the M&E of the PEDF***

The EFA reports for the PICTs are based mainly on data collected by the UIS using standard templates. The national EMIS of the PICTs also provide base data for measuring the EFA indicators. However, the quality of the data collection and the compilation of indicators do not always meet the requirements and are not always in accordance with international standards.

All of the six sub-sectors of the PEDF are aligned to the EFA goals and MDGs, and the indicators are reported in accordance with UNESCO technical specifications. While the EFA has 84 indicators to measure progress towards the goals, the PEDF has 62. The 18 extra indicators for EFA relate to efficiency or student flow, which are not measured for the PEDF. Of the 62 PEDF indicators and 84 EFA indicators, 40 overlap (Figure A2.1). Thus, most of the indicators are specific to each framework/agenda. In particular, the EFA indicators tend to require quantitative data relating to access, equity and quality of education, whereas for the PEDF the main emphasis is on qualitative data relating to the quality, efficiency and effectiveness of education systems.

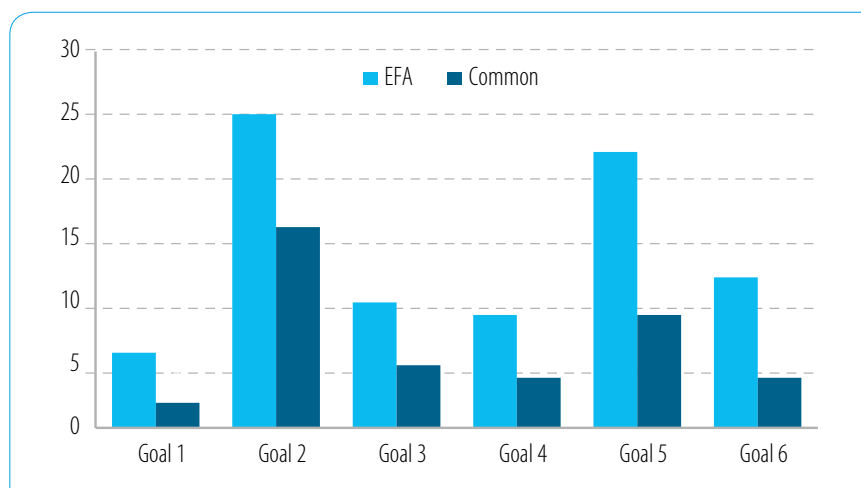
**Figure A2.1:** Overlap between the PEDF and EFA indicators



As illustrated in Figure A2.2, most of the 40 overlapping indicators occur under EFA goals 2 and 5. The common indicators are those relating to access to education for primary and basic education, to

gender parity and equity in the formal education sub-sector, to teacher qualifications and training and to public expenditure on education. There is nonetheless a significant gap in qualitative data on the quality of teacher training and experience, as well as on the level of literacy and numeracy of school-aged children.

**Figure A2.2: Comparison of EFA and PEDF common indicators**



As stated in the PEDF, although much progress has been made in the education sector, most PICTs still face the challenge of improving the quality of education. Many students are finishing school with inadequate basic literacy, numeracy and life skills. Others leave school before the proper acquisition of these skills. Literacy and numeracy tests administered in a number of countries in primary schools indicate continuing problems with literacy, with the number of ‘at risk’ students in English in excess of 40 per cent.

The critical input in terms of improving the quality of education in the Pacific is the quality of teachers. All of the PICTs have issues relating to teacher and head teacher (principal) competence. Another key challenge is in maintaining the commitment of teachers and principals. High teacher absenteeism in some countries is a clear indication of a need to strengthen teacher and principal accountability frameworks.

## A2.2 Issues relating to tracking progress in the Pacific

Good data and monitoring and evaluation (M&E) results are difficult to find in most PICTs and are rarely used for decision-making and to improve policies. The lack of quality data impacts on monitoring and reporting the progress towards national, regional and global education goals, but most PICTs have not yet appreciated the importance of having quality data and M&E.

This lack of data is because there has been limited capacity development in the area of M&E in the PICTs and because countries lack overall M&E frameworks or institutional M&E in the education sector. Furthermore, individual M&E frameworks at the country level often do not match up with the PEDF and sometimes not with EFA either. There is a need to harmonize national M&E frameworks so that they line up easily with regional (PEDF) reporting and activities, and with global commitments. The lack of linkages between the various M&E frameworks at the national, regional and international levels lead to data and monitoring issues such as lack of timeliness



and comparability, and unreliable, insufficient data, including inconsistencies in the calculation of variables.

The lack of available data and the poor quality of the data also stems from downstream problems in data capture at the school level and from problems in data compilation at all levels, from the schools through to the district and national levels. In particular, low response rates and incomplete annual school census returns compromise data availability and validity. However, even when school census questionnaires are completed correctly, fully and on time, the lack of capacity and resources in education ministries and their sub-national offices in the field, as well as communication difficulties with schools, often lead to poor data quality overall.

For decades there has been a lack of visibility of Pacific regional data at the international level. Generally, data that has been provided to UIS has been very limited or inaccurate, with most PICTs not providing data. Another issue is that data are inconsistent, with many countries producing incomplete information, such as school enrolment data not being disaggregated by age or gender. Timeliness of data production is also a continual problem. A 2012 Rapid Review of six EMIS from the region found that most countries surveyed need to reduce the time they take to publish annual digests of education statistics, but at the same time they need to either maintain or improve data accuracy.

Progress is needed in terms of international reporting. The lack of data reporting is reflected in the low response rate of PICTs to the UIS education survey, the main tool for education data collection. As shown in Table A2.1, only the Cook Islands and Palau submitted all four forms (A, B, C and D) of the UIS survey in 2013. Seven other countries submitted only one or two forms and six countries did not respond to the survey that year. Such international education surveys should, ultimately, only be a sub-product of national surveys, so low response rates to international surveys indicate issues relating to national EMIS and low capacity in the region to produce data and indicators in accordance with international standards.

**Table A2.1: UIS education data forms submitted by PICTs, 2013**

Country	A	B	C	D
Cook Islands	1	1	1	1
Fiji	1			
Micronesia (Federated States)				
Kiribati				
Marshall Islands	1		1	
Niue				
Nauru	1			
Palau	1	1	1	1
Papua New Guinea	1			
Solomon Islands	1			
Tokelau				
Tonga	1			
Tuvalu				
Vanuatu				
Samoa	1			

While 11 of the PICTs were able to produce national EFA 2015 review reports, the lack of reliable data at the national level means that it remains difficult to develop constructive regional analyses and conclusions. For example in this Pacific EFA review report it has been difficult to draw



reliable conclusions about country and regional trends due to data gaps. Data availability at the regional level is gradually improving, however, and there is greater awareness of the importance of monitoring progress towards education goals. Addressing the challenges requires adequate resources, expertise and coordination. Recognizing this, governments and development partners in the region have begun working together, with a coordinated approach, to develop and strengthen national M&E systems in education.

While many of the PICTs' education systems have EMIS in place, substantial support is nevertheless required financially and technically. There is a need for substantial capacity building of national EMIS staff, simpler accessible data collection systems, closer working relationships between education ministries and national statistics offices, a more coordinated regional data collection system, and ongoing support and commitment by development partners and Pacific education leaders. The establishment of a regional EMIS facility at the Secretariat of the Pacific Community, with the objective of increasing the effectiveness of the PICTs' EMIS and to enhance monitoring linked to better education policies, decision-making and resource allocation, will go some way to improving this situation. While both the PICTs and development partners agree on what needs to be achieved, work is first required in the areas of awareness, consensus building and prioritization of improvement actions.

## A2.3 Review of the development and management of EMIS in PICTs

Most countries develop an education database using the results of school census and/or surveys that are carried out on an intermittent basis. These data are published in bulky statistical yearbooks, often raw, fragmented and without analysis. And yet, policy-makers and other actors in management and planning need easily understandable and interpretable data (Carrizo, 2003, p. 5).

A major challenge many PICTs face in producing robust education indicators is the lack of quality-assured data from their EMIS. Many EFA reviews and education statistics digests lack adequate data to calculate education indicators according to UNESCO specifications. The apparent systemic failure in the EMIS implemented in the Pacific region has led to a continual paucity of robust education indicators for PICTs in UNESCO publications.

The calculation of robust education indicators for national and international reports is prevented by various constraints in collecting and analysing education data. This section explores these constraints and also discusses the specific issues that impact on the design of EMIS systems, collection of school records, and the processing and analysis of EMIS data for reporting to national governments and to international agencies.

The difficulties that developing countries have in producing high quality education statistics that meet the quality standards of international agencies stem from technical, capacity and funding constraints:

- *Technical:* EMIS are generally not well designed.
- *Capacity:* Lack of training and skills development in data management.
- *Funding:* Relatively little importance is given to funding the staff needed to quality assure data entering into EMIS databases.



## *Technical issues*

### *System design*

EMIS systems should be able to readily produce reports on routine indicators, provide data on demand and respond to enquiries and ad hoc requests, but in some PICTs the EMIS are unable to even report regularly on basic system measures. In general in the PICTs, applied technologies range from adequate to poor, and few systems optimize current affordable technology options.

Long-established guidelines exist to guide system designers in building EMIS that are useful, adaptable and sustainable over the long term, but the redevelopment of EMIS over time has led to challenges in formulating a consistent and robust time-series that meets the national, regional and international priorities. Crouch et al. (2001) provide the following advice to system designers:

- Build on what already works, rather than start from scratch.
- Consult with users at all levels throughout the design stage.
- Always begin with a 'prototype' or pilot to test conditions and assumptions.
- Link the system to other ongoing activities or projects.
- Ensure system adaptability by simplicity and avoid over-design.

The first point could be applied equally to the design of statistical indicators.

### *Data collection*

The collection of data from schools is often fraught with difficulties, ranging from schools not returning schedules to multiple enrolments of children at the same or other schools. Tokai (2005, p. 69) observed that 'all too often school data are collected by non-motivated and uninterested teachers and principals, who may or may not send the questionnaire to the Ministry. Non-responding schools was a common problem highlighted by some countries'. The use of enrolment data at the school level would improve the quality of data supplied. However, ministries of education often have difficulty in enforcing compliance with the requirement that schools pass information on students and teachers.

Crouch et al. (2001) suggest the following ways to improve data collection at the school level:

- Use existing data sources as much as possible, such as school records.
- Feed information back to schools in a useful form.
- Encourage openness and transparency of data between schools and the government.
- Reduce the opportunity/time costs of producing or collecting data.
- Make early efforts to avoid duplication of student records.

### *Data integration*

Data integration is one of the most important EMIS development strategies. For education statistics to be useful in decision-making, they must be produced and presented in such a manner that the information is clear, concise and understandable to the user. A challenge faced by EMIS in the PICTs is the integration of various sources of information that have been collected using different survey methods and stored in different databases. Problems arise because of a lack of documentation of the information sources and the absence of quality assurance processes. Furthermore, in many cases interpretation of the indicators is not provided and the user does not have the information needed to make sense of the data.





Data integration 'means that data from multiple sources (payroll, achievement, and school census), multiple years, and multiple levels (student, teacher, or school level) can be linked, integrated, or merged. Data integration is intended to add value to the data that are already collected and available in variously scattered places within the same system' (Hua and Herstein, 2003, p. 6).

#### *A Pacific example*

The Fiji EFA 2015 review report noted that there was a dearth of information available to measure the EFA indicators for Fiji, observing that 'data gathering and analysis continue to be a challenge as most data required are not captured by the Ministry' (Fiji Ministry of Education, National Heritage, Culture and Arts, 2015, p. 7). To improve data management, the Fiji Ministry of Education has integrated existing education databases into a new EMIS and produced indicators based on the integrated datasets. Efforts 'have been directed towards the collection of new data and the streamlining of data that are in different silos of the various Ministries in the country' (Fiji Ministry of Education, National Heritage, Culture and Arts, 2015, p. 7). The report suggests that the data integration approach has resulted in a more extensive analysis of the education system, which has produced some significant findings for policy-makers to consider.

### **Capacity issues**

#### *Lack of dedicated statistics units*

In some small PICTs, education ministries do not have statistics units, and national statistics are coordinated by the National Statistics Bureau. In the smallest island states, there is no separate statistics unit to collect and analyse data; the responsibility is simply added to the workload of one of the departments. As a result, education statistics are often neglected.

#### *Low staff capacity*

Education authorities in PICTs often lack the ability to collect data effectively and often have low analytical and reporting capacities, and the capacity of policy-makers and planners to utilize both raw and analysed information is also limited. Education ministries and their statistics units often lack technical skills and tend to focus their limited resources on collecting and processing data. As a result, little attention is given to producing statistical digests, analytical reports and other products that are usually the purpose of education data collection. Lack of automation skills likewise severely constrains the efficient production of outputs of good quality. Despite a serious need for capacity building, there has not been sufficient investment in reinforcing the capacity of countries to sustainably collect, analyse and report education statistics.

#### *Lack of ongoing training*

New technology in EMIS have put pressure on the statistics units within education ministries as the staff are often unable to use this technology and have minimal training and support in implementing new systems. Given the rapid changes in technology, EMIS staff require ongoing learning opportunities and need to use the knowledge gained through such opportunities (UNESCO, 2003a). Ongoing regional and in-country training sessions for statisticians and EMIS staff are necessary to ensure the continuous supply of skills to support the operation of EMIS and analysis of data.

#### *Delays in data reporting and publication*

A major issue in the Pacific is the delay in publication of statistics. The delay between the date of the collection of information and the date of publication reduces the usefulness and relevancy of the data. Carrizo (2003, p. 21) notes that timeliness of information 'is the necessary key to the



strengthening of education management information systems'. Also, in most PICTs the annual education statistics digests are not readily available to education decision-makers or to the general public.

#### *EMIS management and operation issues*

According to Powell (2006, p. 7), 'existing approaches to EMIS tend to focus on systems and procedures for data collection, including technical issues associated with ICT infrastructure, but neglect institutional building and capacity development. Unless the latter processes are given sufficient attention, it will be difficult for countries to encourage a sustainable demand for EMIS outputs'. Pacific Island education ministries face a number of challenges in managing their EMIS systems. These include:

- A lack of personnel within the ministry responsible for the database, and lack of the necessary skills in data analysis and reporting.
- A perception among staff that managing the database is additional to, rather than part of, their workload, meaning that the database is often neglected.
- There is often duplication of roles, for instance when each department collects its own data.
- There is an urgent need for data managers to be trained in the analysis and reporting of data.
- There is a need for training of principals and other data providers regarding how to fill out survey forms.

#### *Solutions to EMIS issues*

Various solutions to improving EMIS management and operations have been documented (e.g. McHugh, 2005). The management of EMIS can be improved by strengthening school record keeping; conducting quality assurance processes, such as data audits; and improving data analysis and reporting:

- Strengthen school record keeping
  - Ensure teachers and principals are trained in record keeping.
  - Ensure school teachers and principals have input into the design of both record keeping tools and school census survey tools.
  - Reduce the repetitiveness of school surveys: coordinate research activities at the education ministry to ensure schools are not receiving multiple surveys each year with overlapping areas of inquiry.
  - Schedule survey activities appropriately to ensure the information gathered will be available when needed, i.e. in time for budgeting processes.
  - Encourage timely, accurate and comprehensive survey returns.
  - Include the completion of annual school surveys in the job descriptions for school principals and as a key performance indicator, if a regular performance review process is in place.
- Conduct data audits and quality assurance
  - Ensure the data is audited and make public the processes that were used to do so.
  - Support data managers in their roles as data auditors by allocating appropriate time and resources to the audit process and by making it clear to data providers that the audit



process is as necessary and important as all other processes in the EMIS.

- Ensure data managers are clear on the objectives and requirements of the analysis being performed.
- Ensure correct formulas and processes are used to make calculations by installing an effective EMIS computer application to conduct analyses.
- Improve data analysis and reporting
  - Provide ongoing training to the staff who are responsible for data collection, analysis and reporting.
  - Ensure that computerized EMIS include flexible reporting formats.
  - Ensure that staff prepare reports and other information such that they are appropriate for the intended audience.
  - Restrict access to private or sensitive information, but encourage staff to make non-sensitive information available to all.
  - Make use of available communication technologies to disseminate key facts more widely.
  - Ensure data users have opportunities to provide feedback on information provided and ensure their information requirements are fed into the data collection and analysis stages.
  - Periodically review the reporting process and identify which reports are frequently used and which are unused.

### **Resource issues**

#### *Need for sustainable support from development partners*

According to Powell (2006, p. 7), in the past 'donors and planners had unrealistic expectations about what could be achieved in a short time period and underestimated the challenges facing EMIS'. Given that a successfully-functioning EMIS requires highly-skilled staff and a significant budget, EMIS are generally unsustainable in the Pacific unless development partners continue to fund and support them. Development partners play a vital role in supporting countries in the design and implementation of their EMIS, by providing training, technical support and assistance.

The Pacific Regional EMIS facility established at the Secretariat of the Pacific Community will serve as an important source of funding for and support for EMIS development in PICTs. The sustainability of Pacific EMIS and the production of EMIS outputs for international reporting will largely depend on the ability of the regional facility to attract ongoing funding and expertise to provide a sufficient technical service to PICTs.

#### *Limited coordination between agencies*

Regional (e.g. PIFS and SPC) and international stakeholders (e.g. UNESCO) request much data from the PICTs and there is often duplication in requests, which puts a considerable burden on national statisticians while also resulting in a multiplicity of values for a similar indicator and makes regional and international monitoring unsustainable.

Efforts are being made to improve coordination between the regional and international stakeholders. One such initiative is the Pacific EMIS Monitoring and Evaluation Taskforce, which was established with the aim of improving coordination between agencies in the Pacific region and improving M&E and education statistics.



A similar initiative was a training workshop held by the UIS and the SPC in February 2014. The objectives of the workshop were to review the status of education data produced by the region at the national and international levels; present and discuss the 2011 revision of the International Standard Classification of Education; provide an opportunity for countries and development partners to exchange views on data quality, collection, analysis and national and international use of education statistics; and discuss a collaborative roadmap for education data and indicators in the Pacific region. Representatives from 15 PICTs participated in the workshop.

As of 2015, three regional organizations, PIFS, SPC and UIS, are preparing to improve collaboration. The three organizations recognize the need to avoid duplication in data collection and they plan to work together to minimize burdens on the PICTs. These organizations have identified areas of cooperation and partnership through which to strengthen statistical capacity in the Pacific and to improve the availability of the statistics and indicators required by regional and international monitoring processes.

#### *High recurrent costs*

According to Crouch et al. (2001, p. 48), 'The high recurrent cost of EMIS staffing and maintenance tend to be overlooked or under-estimated'. This is particularly true in the Pacific where there is a high turnover of statisticians working in EMIS units. The cost of auditing data collection is often beyond the scope of small EMIS units, which in some cases rely on external consultants to assist with the quality assurance process. EMIS risk being unsustainable when PICTs are not able to meet the quality assurance standards expected of international agencies. Crouch et al. (2001, p. 49) suggest several strategies for improving the sustainability of EMIS that are pertinent to the PICTs. These include:

- Lower initial expectations of education planners and have a realistic outlook about the duration and scope of EMIS implementation.
- Develop leadership that is strong and will endure the EMIS implementation phase.
- Find skills locally to the greatest degree possible, and ensure technical support and assistance are available if needed.

#### *Lack of political commitment*

While the world is embarking on what is called a 'data revolution', PICTs are lagging behind in recognizing and emphasizing the importance of statistical capacity in the education sector. Many of the current challenges relating to data and statistics are due largely to political reasons, rather than technical problems. There is a lack of commitment at the highest government levels to allocate funding to improve information systems and to use data for decision-making. Increased involvement of education ministries and national statistical offices is needed to raise their profile and identify their needs so as to meet users' demands.

#### ***Conclusion and lessons learned***

In conclusion, it should be recognized that the purpose of an EMIS is to provide an evidence base for policy-makers, to improve the quality of decision-making and to provide greater accountability and transparency on the workings of the sector. One of the most critical factors contributing to the success of an EMIS is an institutional culture that ensures that policy-making and related resource allocations are based on data and information. As Hua and Herstein note,

This culture is a user-demand-enabling environment under which the policy research and analysis capacity can be built, strengthened, and further developed. Policy makers,



planners, policy analysts, and other high stakeholders are the [primary] users of the data and information. The demand for using data and information should stimulate and nurture the healthy development of an information-based decision-making culture and the EMIS system (2003, p. 7).

Crouch et al. (2001, p. 49) identify ten key lessons of EMIS implementation. These key lessons are listed below, along with comments regarding the situation in the PICTs:

1. Effective EMIS have specific users who demand specific data to inform decisions for which they are held accountable.

In the Pacific, the users of data are often not known and data requirements not specified.

2. The sustained commitment of government leadership is directly tied to the sustainability of an EMIS system.

While there is a growing recognition of the importance of EMIS for education planning, there are relatively few PICTs that are prepared to invest in the development and ongoing operation of an EMIS.

3. Incentives in developing countries to use objective information tend to be weak.

In PICTs, EMIS data is not often used for the monitoring and evaluation of education programmes and policies.

4. Donors often overestimate client [national decision-maker] demand for EMIS.

Evidence-based decision making in the Pacific is still lacking, with many policy decisions guided by political interests and aspirations rather than by a rational analysis of objective data.

5. EMIS systems tend to be over-designed.

The most effective EMIS systems tend to be simple and modest in scope, but many recent EMIS developments in the Pacific have been quite complex.

6. In most cases, more information is collected than actually analysed and applied toward decision-making.

It is generally accepted that EMIS reform should focus first on information that directly informs priority decisions at the national level, but this is not the case in most PICTs.

7. Effective EMIS systems tend to build on existing databases and use current data collection procedures.

In some PICTs, EMIS systems have required the development of new data collection processes, which have resulted in less efficiency in the operation of the system.

8. Most EMIS developments have tended to focus on technical solutions created by information technology teams rather than the organizational processes and institutional incentives that drive information use.

In the Pacific, little emphasis has been put on determining the information needs of decision-makers so as to ensure that only relevant data is collected and analysed.

9. The development and use of EMIS systems require consensus among stakeholders and information users.



Ensuring that the relevant people at all levels are consulted on EMIS development tends to increase the likelihood of ownership. However, this has not always been the case in the PICTs.

10. EMIS systems, when used well, can positively impact on education planning and policy development.

There is little evidence that EMIS data are used systematically in PICTs to support new education policies.



# Annex 3: Mapping of regional education initiatives (from 2010 to present)

The following table describes the various regional initiatives that have been presented or mentioned at the FEdMM or at consultation meetings of the PHES and/or initiated by development partners since 2010.

Regional initiatives	Lead agency and/or participating partners	Activities / progress
<b>Goal 1: ECCE</b>		
Pacific Regional Council for ECCE (PRC4ECCE)	United Nations Children's Fund (UNICEF)	At the 2010 FEdMM, support was given for establishing a regional council for early childhood care and education that would consolidate and coordinate ECCE development activities across the Pacific. The PRC4ECCE was established in 2011, with representatives from 14 out of the 15 PICTs (except PNG) and with support from UNICEF.
Pacific Guidelines for the development of national quality frameworks for ECCE: Programming for Ages Three to Five	UNICEF	These guidelines were developed in close collaboration with the PRC4ECCE, directly involving ECCE coordinators from 12 of the 14 PICTs, as well as advisory board members of PRC4ECCE. The guidelines are assisting several PICTs in their review, revision and development of an ECCE policy.
	USP	In line with this regional framework, USP developed the Certificate IV in ECE and Care, offered from 2015.
SABER-ECD assessments	World Bank	In 2012, the World Bank produced a series of reports on ECD in four Pacific countries (Kiribati, Samoa, Tonga and Tuvalu) using the Systems Approach for Better Education Results (SABER). These reports included an analysis of early learning, health, nutrition and social and child protection policies and interventions in each country and made regional and international comparisons.  Subsequently, in 2013, a series of structured workshops were held with communities in Samoa, Tonga and Vanuatu to assess the capacity of communities to identify and resolve constraints relating to parents sending their children to pre-school. Discussions at these workshops revealed that communities had the potential to resolve many of the constraints independently, especially the lack of appreciation of the importance of ECE (see World Bank, 2013).



Regional initiatives	Lead agency and/or participating partners	Activities / progress
Pacific Early Age Readiness and Learning (PEARL) programme	World Bank (lead agency for Global Partnership for Education)	<p>PEARL is a three year programme (2014-2017) to provide analysis and technical assistance to improve early grade literacy and school readiness in the Pacific. PEARL aims to: (i) broaden the knowledge base on the effectiveness, cost and scalability potential of evidence-based activities to improve school readiness and early literacy and (ii) develop a set of processes and guidelines to help country teams in the Pacific better formulate and design effective measures and activities on school readiness and improved reading development.</p> <p>The programme is piloting interventions in Tonga and Papua New Guinea focused on reducing reading deficits in the early grades of primary education through improvements to the teaching and learning of basic reading skills and the strengthening of the school readiness of children, including raising the awareness of parents and communities on the importance of early childhood education. It includes a rigorous approach to M&amp;E, and collects baseline data on school readiness of children and early grade reading competence.</p> <p>Regional workshops are being held to disseminate lessons learned from the early pilot interventions. Other countries, including Samoa, Tuvalu and Vanuatu are being provided with technical advisory services, with the aim of producing 'country roadmaps' of actionable steps and activities for school readiness and better quality teaching of reading.</p>

### **Goal 2: Universal primary education**

There has been no initiative specifically dealing with goal 2.

### **Goal 3: Life skills and continuous learning**

Regional framework for TVET development in Pacific Island Countries 2012-2015	USP, SPC	The FEdMM meeting of 2012 approved a regional framework for TVET and identified key priorities so as to turn TVET into a mainstream activity for youth development and to increase opportunities for employment and capacity development.
Regional TVET mapping study and Action FICHE	SPC, EU	The regional TVET framework was informed by findings from a regional TVET mapping study conducted by SPC in 2011. This study provided the basis for designing a regional TVET project proposal under the EU programme for strengthening the Pacific TVET and skills development.
	USP	USP has utilized the regional TVET framework to establish and expand TVET qualifications, to provide flexible pathways for higher education. The vocational arm of USP is the Pacific Technical and Further Education (Pacific TAFE) and it delivers competency-based qualifications from Certificate III to Diploma Level 5. USP has 16 TVET qualifications and more are being developed on demand and through the identification of niche areas.
Research on financing TVET in the Pacific	Australia	ACER research examined financing for TVET in the Pacific region and identified four themes that may be used to inform national and regional TVET policy and practice: (a) marshalling private sector resources for TVET, (b) the role of fees and financial support in facilitating student access and course completion, (c) unit cost analyses and programme efficiencies, and (d) comprehensive data collection frameworks for mapping TVET financing and for monitoring change over time. The findings of the research were presented to stakeholders in May 2015.





Regional initiatives	Lead agency and/or participating partners	Activities / progress
Labour market analysis	Australia	In 2014, a research paper identified the skill needs and the major findings in the Pacific related to significant country variations with post-school qualifications. In general, foreign workers were better qualified than nationals and education and training were needed in both the formal and non-formal sectors to cater for high levels of emigration and for local labour needs.
Skilling youth in the Pacific	Australia	At the 2012 PIF meeting, Australia made a new commitment to strengthen tertiary education across the region, a demand-driven seven-year programme to improve opportunities for youth and employment.
Open schooling as a strategy for second chance education	USP, COL	In 2010, the USP developed the open schooling project, with the objective of supporting open schooling in the Pacific. It was managed by a USP team and aimed to develop a situation analysis, implement a pilot study and examine in-country developments. A desk study report completed by COL, with support from USP to develop pilot open schools in Tonga, Kiribati and the Solomon Islands, was presented at the 2012 meeting. A regional forum was held to raise awareness and build capacity on opportunities for open schooling, with a focus on respective education ministries taking the lead for the programme in each country.
Extending flexible and distance learning to schools	USP, COL	In 2010, the USP looked at extending flexible and distance learning to more countries in the region, using their existing work as a foundation. By 2012, a draft framework had been completed and was ready for more extensive consultation.  COL and USP have established a virtual centre called the Pacific Centre for Flexible and Open Learning for Development (PACFOLD) to advocate and build capacities in the region on open and flexible learning.
NFE and TVET Initiative	USP SPC APTC ADB PATVET	In 2010, USP continued education courses primarily based on local demand and the TVET programmes supporting the goals of the PEDF. A framework for TVET was developed, along with a qualifications framework, which was circulated for approval.  A number of regional initiatives were developed in 2010: <ul style="list-style-type: none"> <li>• The creation of the Australia Pacific Technical College (APTC) with funding from AusAID.</li> <li>• The creation of a one-year technical assistance programme to address specific recommendations from the "Skilling the Pacific" report, supported by ADB in collaboration with SPC and PATVET.</li> <li>• A secondary teacher's degree programme on TVET, supported by USP.</li> </ul> In 2012, a regional framework for TVET was approved at the FEdMM and the TVET mapping report was presented.  The Pacific Technical and Further Education (Pacific TAFE) of USP now offers the Certificate IV in Professional Training, Assessment and Evaluation for TVET teachers and for practitioners in skills training.

**Goal 4: Adult literacy**

There have been no initiatives specifically dealing with goal 4.

**Goal 5: Gender equality**

There have been no initiatives specifically dealing with goal 5.



Regional initiatives	Lead agency and/or participating partners	Activities / progress
<b>Goal 6: Quality of education</b>		
Pacific Islands Literacy and Numeracy Assessment (PILNA)	SPBEA (EQAP), Australia, New Zealand, UNESCO	The mandate for PILNA was set by the Forum Education Ministers as well as the PHES. In 2010, the Australian government, through AusAID, supported SPBEA in planning to improve literacy, numeracy and life skills in the region by developing, with UNESCO, an initial assessment for Year 4 and Year 6. The PILNA was administered across 14 PICTs in 2012 for the purpose of setting the regional baseline as well as establishing country positions for literacy and numeracy achievement of pupils who have completed four and six years of primary education. The overall poor results of the PILNA 2012 prompted a call for immediate action and a second round of PILNA in 2015. The PILNA 2015 is being implemented in 13 PICTs, in collaboration with Australia, EQAP, New Zealand and UNESCO.
Pacific Benchmarking for Education Results (PaBER)	SPBEA (EQAP), Australia	Despite many aid programmes in the Pacific designed to improve levels of educational achievement, no significant improvement in overall results has been seen. In 2010, Australia and SPBEA submitted a proposal to develop a systematic and reliable way to examine what policies are working in the Pacific and what makes a positive difference to education quality. A key feature of the PaBER project was to support the collection of reliable data in line with the goals of the PEDF and build shared understandings on how to use it to improve educational outcomes across the region. By 2012, a technical working group was established, and a draft design and an M&E framework were submitted to FEDMM for approval. Three trial countries (Samoa, the Solomon Islands and PNG) were selected to take part in the trial in 2012 and 2013. Following the trial, the benchmarks were revised and approved for use in 2014. These will now be used for measuring the 2015 PILNA data against.
Pacific Literacy and School Leadership Project	New Zealand	<p>Recent assessments of early literacy skill development have highlighted very low literacy levels in most Pacific countries. Low literacy levels contribute to failure at school, increased drop-out rates, and ultimately affect employment opportunities and economic development. The low achievement levels are a result of various interrelated factors including: insufficient and inadequate reading material; very low in-country expertise; inadequate teaching practices and assessment; and limited leadership, system support and monitoring.</p> <p>In response to this issue, the New Zealand Aid Programme developed a multi-country initiative focused on making significant improvements to literacy results. The NZD 6.7 million programme, which began in 2014, will deliver a wraparound model that provides training, resources, policy support and action research specifically targeted at changing teaching and literacy outcomes in classrooms. It is different from other interventions in that it will provide the intensive support needed across critical levels (classroom, school, system) to create lasting change. It addresses the key role of principals in change, and integrates leadership and literacy components, positioning principals as leaders of learning in their schools.</p> <p>This initiative will initially be delivered in the Solomon Islands, Tonga and the Cook Islands. It will strengthen the existing bilateral programmes by providing an injection of support for this critical issue and focusing directly on a shift in classroom practices and outcomes. It complements initiatives by ministries of education and other development partners to improve teaching and literacy outcomes. It is potentially a 'flagship' activity that will provide a model for improving learning outcomes and schooling relevant to many countries across the Pacific region. It will conclude at the end of 2017.</p>



Regional initiatives	Lead agency and/or participating partners	Activities / progress
Pacific Register for Qualifications and Standards (PRQS)	SPBEA (EQAP), Australia	A priority need in the region is to have an accredited qualifications domain, particularly in relation to TVET qualifications, in order to obtain some degree of standardization and a mechanism for quality control. For this reason, five in-country consultations were conducted in Fiji, Samoa, Tonga, Vanuatu and PNG, along with a regional consultation and two regional workshops on quality assurance. Tonga, Samoa, Fiji and Vanuatu had their national accrediting agencies provisionally recognized. By 2012, the database for the Pacific Regional Qualification system had been trialled and the framework was in a draft format for commenting. By the time of the meeting in 2014, the qualifications framework and the assessment framework were recognized and were able to provide a means of endorsing minimal regional quality standards for accrediting agencies. The PRQS has since been incorporated into an 'accreditation' function under SPBEA (EQAP).
Quality Primary Education in the North Pacific (QPENP) & Early Grade Learning Assessment (EGLA)	ADB, Development Strategists International Consulting, PREL	Between 2013 and 2015, the ADB funded a two-year pilot project in the North Pacific (RMI, Kosrae and Pohnpei-FSM) to improve the quality of primary education in bi-literacy and numeracy. The Early Grade Learning Assessment (EGLA) was developed and implemented with third and fifth graders in their first language and English. Baseline data informed school leadership and teachers of the direction for professional learning. Endline data demonstrated a significant increase in performance across numeracy and literacy in both languages.
Teacher competency and teaching effectiveness	SPBEA (EQAP), UNESCO, UNICEF	In 2010, a multistep regional strategy was implemented aimed at improving the quality of children's learning through improving teacher competency levels. UNESCO, SPBEA (EQAP) and UNICEF developed modules to support in-service teacher education programmes for uncertified or unqualified teachers in the region. By 2012, the training of previously untrained teachers in Tuvalu and Nauru was complete along with training of lecturers in Kiribati, PNG, the Solomon Islands and Vanuatu, who had been trained to carry out in-service teacher education for teachers in their countries.  As of 2015, the teacher education modules of EQAP and UNESCO are under revision to ensure that they are up to date with current thinking.
Standards for teachers and principals	SPBEA (EQAP), UNESCO, USP	Considerable work has been accomplished by SPBEA (EQAP), UNESCO and USP to improve the quality of teachers in the region and to provide a way of measuring success. In 2009, work had begun on developing draft professional standards for school teachers to guide the improvement of teaching effectiveness. By 2010, work had begun on developing draft regional professional standards for school principals to improve their leadership and school management skills. By the time of the FEEdMM 2012, the professional standards for teachers and principals had been approved and capacity building had begun on professional standards in Fiji, Kiribati, Solomon Islands, Tuvalu and Vanuatu. In addition, work on the draft standards for teachers in Kiribati and Solomon Islands had commenced. By 2014, Fiji, Samoa, Tuvalu and Vanuatu were all working on developing professional standards for school principals in their countries, based on the Pacific professional standards.
Fast tracking the training of untrained teachers	USP	USP began working in Kiribati and the Solomon Islands towards developing a certificate to fast-track untrained teachers. The certificate, which was due to commence in 2012, was to consist of eight papers and a practicum, either directly from USP or via a joint venture. Originally, primary-level teachers were to be trained and this would be extended in time to secondary teachers. The Cook Islands also began work on fast-tracking teachers in 2012.



Regional initiatives	Lead agency and/or participating partners	Activities / progress
Pacific ESD Framework	UNESCO	<p>The Pacific Framework for Education for Sustainable Development, initiated by UNESCO, and the Regional Education for Sustainable Development Action Plan, initiated by USP, were endorsed at the FEdMMs in 2006 and 2007, respectively. Both were in response to the UN Decade of ESD 2005-2014 and were developed within two major regional frameworks: the Pacific Islands Framework for Action on Climate Change 2006-2015 (PIFACC) and the Regional Framework for Action on Disaster Risk Management (2005-2015) (RFADRM). UNESCO conducted a situation analysis for ESD and held consultations on the direction each country wants to take on ESD in each PICT. Since completing these, UNESCO has been supporting PICTs in the implementation of their priority ESD activities.</p> <p>At the FEdMM 2012, a proposal to develop a framework for climate change and disaster risk management education was endorsed and a working group was established.</p>
Regional ESD Action Plan	USP	
Pacific Education, Climate Change and Disaster Risk Management Framework	USP, SPC, UNESCO	
Pacific islands Climate Education Partnership (PCEP)	PREL, WestEd, University of Hawaii, College of the Marshall Islands	<p>PCEP is a collaborative network of Pacific island communities and friends responding to the impacts of climate change in the US-affiliated Pacific islands. The goal is to empower the region's students and citizens through education that exemplifies both modern science and indigenous environmental knowledge, addresses the urgency of climate change and honours indigenous cultures.</p>
Water for Life	PREL	<p>With support from the National Science Foundation, Water for Life is improving access to high-quality drinking water for residents of Chuuk, Yap, Palau, and the Marshall Islands. PREL, along with a network of professional educators, environmentalists and water specialists, has partnered with community-based youth groups to improve science literacy through community selected, water-related service learning projects.</p>
Pacific Culture and Education Strategy 2010-2015	SPC	<p>At the 2010 FEdMM, representatives emphasized support for a culture and education strategy and promoted the importance of implementing this to raise the profile of culture at all levels. By 2012, a volunteer had been recruited to follow up on the task force recommendations relating to raising the profile of culture and education.</p>
Language Education Policy	PREL, University of Hawaii	<p>Since 2012, PREL has been providing technical assistance to RMI and FSM in support of redesigning their language education policy from a transitional programme into a bilingual programme that promotes both the home language and English in school learning. As of 2015, RMI has a new policy and is focused on implementation. The FSM states are at various stages of policy discussion.</p>
MACIMISE (Mathematics and Culture in Micronesia: Integrating Societal Experiences)	PREL, University of Hawaii	<p>MACIMISE is a collaborative project founded on ethno-mathematics research. The project aims to increase the mathematics learning of first-, fourth- and seventh-grade elementary school students in eight Micronesian island groups. Over the past five years, team members have developed and field-tested culturally and linguistically sensitive grade-level curriculum units in specific mathematics topics, such as numbers and counting, division of whole numbers and fractions, and elements of geometry, each focused on the indigenous mathematics learning experiences embedded within each of the eight island communities.</p>



Regional initiatives	Lead agency and/or participating partners	Activities / progress
Regional Framework for ICT in Education in the Pacific	USP, SPC	<p>Given the importance that the PEDF places on using ICT in education and the emphasis on education in the Framework for Action on ICT for Development in the Pacific (FAIDP) 2010, at the FEdMM 2010 the education ministers requested specific regional guidelines on the use of ICT in education. Education ministers were supportive of the need to get maximum benefit from the introduction of ICT into classrooms and the need to have appropriate resources in place to support this development. At the FEdMM 2012, the regional framework for ICT in education was endorsed and countries had begun developing appropriate policies to support the successful implementation of ICT and open education resources. Since then, development partners have been working on capacity building and collaboration to make ICT available for all regardless of their situation.</p> <p>Progress against the Regional Framework for ICT in Education was presented at the 2014 FEdMM. The 2015 ICT ministers meeting again emphasized the importance of using ICT in education and noted the relatively slow uptake.</p> <p>A review of the Regional Framework for ICT in Education will be conducted and presented at the 2016 FEdMM.</p>
HIV/AIDS Education Initiative (later Comprehensive Sexuality Education (CSE))	<p>UNESCO, SPC, Joint United Nations Programme on HIV and AIDS (UNAIDS), United Nations Population Fund (UNFPA)</p> <p>UNFPA</p> <p>UNFPA, USP</p>	<p>The role of education in addressing HIV as well as sexual and reproductive health (SRH) was recognized in the PEDF and at the FEdMM 2010. In 2011, UNESCO, SPC, UNAIDS and UNFPA held a workshop with 13 PICTs to discuss ways to strengthen education on HIV/AIDS and SRH in primary and secondary schools. Recommendations from the workshop included, among others, the development of policies to address discrimination and stigma and the conducting of surveys to establish key baseline information on the attitudes of principals, teachers, parents and students towards HIV/AIDS and SRH education. In 2012, UNESCO conducted attitudinal surveys in Nauru, Niue, Palau and Samoa. The results of the surveys have since been published. UNFPA provided technical advice on comprehensive sexuality education (CSE) in 10 countries, covering the topics of policy development, teacher training and curriculum development. In 2015, a joint programme on CSE was developed by UNESCO and UNFPA.</p> <p>UNFPA provided technical assistance on CSE for Fiji, Tuvalu, Tonga, FSM, RMI, Kiribati and Nauru. This included conducting a review of syllabi for Fiji, Tuvalu, FSM (Chuuk) and consultation with the education ministries in Tonga and Nauru; developing CSE frameworks in Tonga, Tuvalu and FSM (Chuuk); training of teachers and curriculum developers in Fiji, Tonga Tuvalu, FSM (Chuuk), Nauru and RMI; and developing teaching resources such as DVDs and workbooks in Kiribati and Nauru. Funding was provided by UNFPA to Solomon Islands National University (SINU) to train more teachers to teach CSE.</p> <p>UNFPA and USP have signed an agreement to provide technical assistance and teacher training on CSE. This project looks at teacher preparedness and includes a scoping research project in four countries: Fiji, Kiribati, the Solomon Islands and Vanuatu. It also looks at applying a culturally-inclusive, faith-based approach to curriculum development, design and implementation. It is envisaged that this partnership will align with a proposed joint programme with UNESCO and other UN agencies.</p>



Regional initiatives	Lead agency and/or participating partners	Activities / progress
Pacific Teachers' Code of Ethics for Child Protection	COPE, UNICEF	The Pacific teachers' Code of Ethics for Child Protection was developed by the Council of Pacific Education (COPE) and UNICEF, and was presented at the 2014 FEdMM. It provides a platform for enhancing the competencies and effectiveness of teachers to maintain the integrity of the profession and for the protection of children's rights. At the meeting the education ministers encouraged greater commitment to quality education and to improving standards of teaching through the code of ethics programme.
<b>Other areas related to education management and the whole education sector</b>		
M&E Framework for PEDF	PIFS, Australia, New Zealand, Oceania National Olympic Committees, SPC, SPBEA (EQAP), UNESCO, UNICEF, USP	In 2010, key indicators were developed for an M&E framework for the PEDF, so as to provide regional information for education ministers relating to the status of education and educational achievement in the region. By 2012, a task force had been formed and work had begun on developing relevant indicators and a regional M&E framework to meet the specific requirements of the Pacific countries. The PEDF tracking report of 2014 was a first attempt in reporting overall progress in education, focusing on two sub-sectors under the PHDF: formal school education and teacher development. In 2014, ministers recognized the importance of having reliable and up-to-date data for tracking education progress in and across countries.
Regional EMIS Facility	SPC, Australia	A regional EMIS facility has been established at the SPC, managed by the Statistics for Development Division, with assistance from Australia, to provide structured support to PICTs to strengthen the effectiveness of their EMIS. It is hoped this will lead to better education policies, decision-making and resource allocation. This is anticipated to be a long-term investment that aligns with support under SPC's Ten Year Pacific Statistics Strategy 2011-2020.
Professional certificates in policy and planning	USP	Given the lack of capacity in the PICTs in the area of education planning and policy-making and a lack of reliable and up-to-date data to make evidence-based decisions, ongoing training is needed. Training of key personnel from the PICTs in these areas has always been a challenge due to the cost and the high staff turnover in ministries. In 2010, the FEdMM endorsed a feasibility study on establishing a regional mechanism (or an institute) to provide sustainable training for education officials from the PICTs in policy and planning, as proposed by the PHES. This study was conducted by UNESCO and the FEdMM 2012 decided that USP would develop and host the regional mechanism and that it would provide training in education policy and planning, in accordance with the recommendations from the feasibility study. The Institute of Education in the USP designed a Professional Certificate in Education Policy and Planning, which is available as of 2015. The programme is offered at the postgraduate level and provides a pathway for students wishing to continue their studies.
Feasibility study on establishing a regional mechanism (or an institute) on policy and planning in the Pacific	UNESCO	
National Education Planning and Management (in FSM and RMI)	ADB	The regional capacity development technical assistance on National Education Planning and Management runs from 2014 to 2018. Primary outputs include: (i) improved education sector strategic planning; (ii) strengthened education budget management; (iii) improved education data management systems for better decision-making; (iv) monitoring and evaluation for better decision-making; and (v) improved policy formulation.



Regional initiatives	Lead agency and/or participating partners	Activities / progress
Inclusive Education policy	PIFS	National governments recognize the importance of protecting and promoting the rights of people with disabilities and are developing a framework to coordinate and strengthen their commitment to people with disabilities. The ongoing working group based in Fiji supported the work programme and action plan outlined in the Pacific Strategy on Disability 2010-2015. The PHES met in relation to inclusive education in 2011 to support the action plan and link it to ongoing work in countries. Disability policy development is underway in both Tonga and Kiribati.



# Annex 4: Sustainable Development Goal 4 and its targets

## **Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all**

- 4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes
- 4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education
- 4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university
- 4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship
- 4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations
- 4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy
- 4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development
  - 4.a Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all
  - 4.b By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries
  - 4.c By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States





# Annex 5: Statistical Tables

This section presents additional tables that trace country progress through the six EFA goals. Data included in the statistical tables are from the UNESCO Institute for Statistics (2014).

## **Pacific (17 countries/territories):**

Australia, Cook Islands, Fiji, Kiribati, Marshall Islands, Micronesia (Federated States of), Nauru, New Zealand, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu

## **Pacific \* (Pacific developing Islands) (15 Pacific Island Countries and Territories):**

Cook Islands, Fiji, Kiribati, Marshall Islands, Micronesia (Federated States of), Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu

### **Symbol:**

- ... No data available
- \*\* For country data: UIS estimation  
For regional averages: Partial imputation due to incomplete country coverage (between 25% to 75% of the population)
- \* National estimation
- Magnitude nil
- . Not applicable
- x<sup>+n</sup> Data refer to the school or financial year n years after the reference year
- x<sup>-n</sup> Data refer to the school or financial year n years prior the reference year



**Table 1: Pre-primary education**

Region Country or territory	Reference year	Enrolment			Gross enrolment ratio (%)				Net enrolment rate (%)				New entrants into primary grade 1 with early childhood development experience (%)		
		MF (000)	% F	% Private	MF	M	F	GPI	MF	M	F	GPI	MF	M	F
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
Pacific															
Australia	2012	218 <sup>-2</sup>	48 <sup>-2</sup>	78	78 <sup>-2</sup>	79 <sup>-2</sup>	77 <sup>-2</sup>	0.98 <sup>-2</sup>	51 <sup>-2</sup>	51 <sup>-2</sup>	51 <sup>-2</sup>	0.98 <sup>-2</sup>	...	...	...
	2005	222	49	79	85	85	85	1.00	60	60	60	1.00	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Cook Islands	2012	0.48	50	35	95*	93*	97*	1.05*	...	...	...	...	...	...	...
	2005	0.47	45	19	82*	86*	77*	0.89*	...	...	...	...	100	100	100
	2000	0.47	46	...	60*	61*	58*	0.95*	...	...	...	...	...	...	...
Fiji	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	6.5	49	...	11	11	11	1.03	...	...	...	...	...	...	...
Kiribati	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Marshall Islands	2012	1.4 <sup>-1</sup>	50 <sup>-1</sup>	18 <sup>-1</sup>	48 <sup>-1</sup>	46 <sup>-1</sup>	49 <sup>-1</sup>	1.06 <sup>-1</sup>	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Micronesia (Federated States of)	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Nauru	2012	0.61	43	.	79*	86*	71*	0.82*	66*	71*	62*	0.88*	100	100	100
	2005	0.62	49	...	101*	107*	94*	0.88*	...	...	...	...	...	...	...
	2000	0.65	45	...	74*	79*	69*	0.88*	...	...	...	...	...	...	...
New Zealand	2012	116	50	99	92	90	93	1.04	90	88	92	1.04	...	...	...
	2005	103	49	98	92	91	92	1.01	90	90	91	1.01	...	...	...
	2000	101	49	...	86	86	86	1.00	84	84	84	1.00	...	...	...
Niue	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	0.03	58	...	94*	130*	78*	0.60*	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Palau	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	0.63	51	19	59*	56*	62*	1.10*	...	...	...	...	...	...	...
Papua New Guinea	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Samoa	2012	3.5	50	100	34	32	36	1.10	23	22	24	1.09	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	5.4	54	100	52	46	59	1.28	35*	31*	39*	1.25*	60	56*	65*
Solomon Islands	2012	21	48	23	43	43	43	1.00	30	30	31	1.01	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	13	48	...	35	35	35	1.00	...	...	...	...	...	...	...
Tokelau	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	0.09	42	.	99*	107*	90*	0.84*	...	...	...	...	...	...	...
Tonga	2012	1.9	48	100	71	71	70	0.99	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	1.6**	53**	...	29**	26**	31**	1.20**	21**	14**	29**	2.07**	...	...	...
Tuvalu	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	0.63	48	...	91*	87*	95*	1.09*	91*	87*	95*	1.09*	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Vanuatu	2012	11 <sup>-2</sup>	49 <sup>-2</sup>	...	61 <sup>-2</sup>	61 <sup>-2</sup>	61 <sup>-2</sup>	1.01 <sup>-2</sup>	43 <sup>-2</sup>	42 <sup>-2</sup>	44 <sup>-2</sup>	1.05 <sup>-2</sup>	70 <sup>-2</sup>	70 <sup>-2</sup>	71 <sup>-2</sup>
	2005	13	...	...	76	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Regional Averages															
World	2012	183,864**	47**	...	54**	55**	53**	0.97**	...	...	...	...	...	...	...
	2005	134,642	47	...	41	42	40	0.97	...	...	...	...	...	...	...
	2000	116,682	48	...	35	35	34	0.98	...	...	...	...	...	...	...



Region Country or territory	Reference year	Enrolment			Gross enrolment ratio (%)				Net enrolment rate (%)				New entrants into primary grade 1 with early childhood development experience (%)		
		MF (000)	% F	% Private	MF	M	F	GPI	MF	M	F	GPI	MF	M	F
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
Arab States	2012	4,309**	48**	...	25**	26**	25**	0.98**	...	...	...	...	...	...	...
	2005	2,811	46	...	17	18	16	0.88	...	...	...	...	...	...	...
	2000	2,437	44	...	16	17	14	0.81	...	...	...	...	...	...	...
Central and Eastern Europe	2012	12,172	48	...	74	75	74	0.98	...	...	...	...	...	...	...
	2005	9,301	48	...	61	62	59	0.96	...	...	...	...	...	...	...
	2000	9,105	48	...	52	53	51	0.96	...	...	...	...	...	...	...
Central Asia	2012	1,886**	49**	...	33**	33**	33**	1.00**	...	...	...	...	...	...	...
	2005	1,387	49	...	26	26	26	0.99	...	...	...	...	...	...	...
	2000	1,321	48	...	21	21	20	0.96	...	...	...	...	...	...	...
East Asia and the Pacific	2012	53,503	44	...	68	71	64	0.90	...	...	...	...	...	...	...
	2005	35,880**	45**	...	47**	50**	45**	0.90**	...	...	...	...	...	...	...
	2000	36,264	47	...	40	41	40	0.97	...	...	...	...	...	...	...
Pacific	2010	571**	48**	...	78	78	78	1.00	...	...	...	...	...	...	...
	2005	521**	49**	...	75**	76**	75**	1.00**	...	...	...	...	...	...	...
	2000	476**	49**	...	70**	70**	70**	1.00**	...	...	...	...	...	...	...
Pacific *	2010	240**	48**	...	72**	73**	72**	0.99**	...	...	...	...	...	...	...
	2005	195**	48**	...	62**	62**	61**	0.98**	...	...	...	...	...	...	...
	2000	117**	48**	...	39**	40**	39**	0.98**	...	...	...	...	...	...	...
Latin America and the Caribbean	2012	21,496	49	...	75	74	75	1.00	...	...	...	...	...	...	...
	2005	19,420	49	...	64	64	64	1.00	...	...	...	...	...	...	...
	2000	16,733	49	...	56	56	56	1.01	...	...	...	...	...	...	...
North America and Western Europe	2012	22,867	48	...	89	89	88	0.98	...	...	...	...	...	...	...
	2005	19,653	48	...	81	82	80	0.97	...	...	...	...	...	...	...
	2000	19,052	49	...	76	76	76	1.00	...	...	...	...	...	...	...
South and West Asia	2012	53,517**	48**	...	55**	54**	56**	1.02**	...	...	...	...	...	...	...
	2005	35,756	49	...	36	36	37	1.03	...	...	...	...	...	...	...
	2000	25,492	47	...	26	26	26	0.98	...	...	...	...	...	...	...
Sub-Saharan Africa	2012	14,114**	50**	...	20**	19**	20**	1.00**	...	...	...	...	...	...	...
	2005	10,433	49	...	17	17	17	1.00	...	...	...	...	...	...	...
	2000	6,278**	49**	...	11**	12**	11**	0.96**	...	...	...	...	...	...	...

Pacific \* averages exclude Australia and New Zealand



**Table 2: Primary education**

Region Country or territory	Reference year	Enrolment			Gross enrolment ratio (%)				Net enrolment rate (adjusted) (%)				Survival rates to the last grade of primary education (%)			
		MF (000)	% F	% Private	MF	M	F	GPI	MF	M	F	GPI	MF	M	F	GPI
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
Pacific																
Australia	2012	2,083	49	31	105	105	105	1.00	97	97	97	1.01	...	...	...	...
	2005	1,935	49	29	102	102	101	1.00	95**	94**	95**	1.01**	...	...	...	...
	2000	1,906	49	27	100	101	100	1.00	94**	94**	94**	1.01**	...	...	...	...
Cook Islands	2012	1.9	49	24	108*	107*	109*	1.01*	97 <sup>-1</sup>	95 <sup>-1</sup>	98 <sup>-1</sup>	1.04 <sup>-1</sup>	...	...	...	...
	2005	2.2	48	20	112*	110*	113*	1.03*	...	...	...	...	...	...	...	...
	2000	2.4	47	...	105*	105*	106*	1.01*	94**	93**	96**	1.03**	...	...	...	...
Fiji	2012	103	48	...	105	104	105	1.01	99 <sup>-1</sup>	98 <sup>-1</sup>	100 <sup>-1</sup>	1.02 <sup>-1</sup>	100 <sup>-1</sup>	98 <sup>-1</sup>	101 <sup>-1</sup>	1.03 <sup>-1</sup>
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	115	48	...	101	102	100	0.98	95**	95**	95**	1.00**	86	82	91	1.11
Kiribati	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	16	49	...	117	116	119	1.02	...	...	...	...	...	...	...	...
	2000	15	48	...	110	112	109	0.97	...	...	...	...	...	...	...	...
Marshall Islands	2012	8.5 <sup>-1</sup>	48 <sup>-1</sup>	18 <sup>-1</sup>	105 <sup>-1</sup>	106 <sup>-1</sup>	105 <sup>-1</sup>	0.99 <sup>-1</sup>	100 <sup>-1</sup>	...	...	...	...	...	...	...
	2005	8.1	54	...	116	103	130	1.26	...	...	...	...	83	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Micronesia (Federated States of)	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	19	48	...	111	113	110	0.97	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Nauru	2012	1.3	51	.	94*	93*	96*	1.03*	76*	75*	77*	1.03*	...	...	...	...
	2005	1.8	48	...	125*	122*	129*	1.05*	...	...	...	...	...	...	...	...
	2000	1.6	53	...	99*	86*	115*	1.33*	...	...	...	...	...	...	...	...
New Zealand	2012	348	49	2	99	98	99	1.00	99	98	99	1.01	...	...	...	...
	2005	353	49	12	100	100	99	0.99	99**	99**	99**	0.99**	...	...	...	...
	2000	360	49	...	99	99	100	1.00	99**	99**	99**	1.00**	...	...	...	...
Niue	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	0.18	51	...	112*	119*	106*	0.89*	...	...	...	...	...	...	...	...
	2000	0.25	...	...	118*	...	...	...	...	...	...	...	...	...	...	...
Palau	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	1.8	...	...	102*	...	...	...	...	...	...	...	...	...	...	...
	2000	1.9	48	18	113*	115*	111*	0.97*	...	...	...	...	...	...	...	...
Papua New Guinea	2012	1,427	46	-	114	119	109	0.91	87	90	83	0.92	...	...	...	...
	2005	532	44	...	58	62	53	0.85	...	...	...	...	...	...	...	...
	2000	560	45	...	71	76	66	0.86	...	...	...	...	...	...	...	...
Samoa	2012	30	49	17	105	105	105	1.00	96	95	97	1.03	90 <sup>-1</sup>	91 <sup>-1</sup>	89 <sup>-1</sup>	0.98 <sup>-1</sup>
	2005	31	48	...	109	109	110	1.01	...	...	...	...	85	...	...	...
	2000	28	48	16	97	96	97	1.02	92	90	93	1.03	96	...	...	...
Solomon Islands	2012	121	48	25	141	142	140	0.98	...	...	...	...	63 <sup>-1</sup>	61 <sup>-1</sup>	66 <sup>-1</sup>	1.08 <sup>-1</sup>
	2005	75	47	...	101	104	98	0.94	76**	77**	74**	0.96**	...	...	...	...
	2000	57	46	...	86	90	83	0.92	...	...	...	...	...	...	...	...
Tokelau	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	0.25	48	.	105*	98*	113*	1.15*	...	...	...	...	...	...	...	...
Tonga	2012	17	48	15	109	109	108	0.99	90**	89**	91**	1.03**	...	...	...	...
	2005	17	47	...	112	113	110	0.97	99	...	...	...	91	90	92	1.02
	2000	17	47	...	109	112	106	0.95	...	...	...	...	95	...	...	...
Tuvalu	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	1.5	48	...	100*	101*	98*	0.96*	...	...	...	...	...	...	...	...
	2000	1.5	48	...	105*	103*	107*	1.04*	...	...	...	...	...	...	...	...



Region Country or territory	Reference year	Enrolment			Gross enrolment ratio (%)				Net enrolment rate (adjusted) (%)				Survival rates to the last grade of primary education (%)			
		MF (000)	% F	% Private	MF	M	F	GPI	MF	M	F	GPI	MF	M	F	GPI
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
Vanuatu	2012	42 <sup>2</sup>	47 <sup>2</sup>	...	122 <sup>2</sup>	123 <sup>2</sup>	122 <sup>2</sup>	0.99 <sup>2</sup>	...	...	...	...	...	...	...	...
	2005	39	48	26	118	119	116	0.97	99	...	...	...	...	...	...	...
	2000	36	48	3	120	122	119	0.97	99 <sup>**</sup>	...	...	...	...	...	...	...
Regional Averages																
World	2012	705,696	48	13 <sup>**</sup>	108	110	107	0.97	91 <sup>**</sup>	92 <sup>**</sup>	90 <sup>**</sup>	0.98 <sup>**</sup>	...	...	...	...
	2005	677,948	47	11 <sup>**</sup>	105	107	102	0.95	89 <sup>**</sup>	90 <sup>**</sup>	87 <sup>**</sup>	0.96 <sup>**</sup>	...	...	...	...
	2000	655,589	47	10 <sup>**</sup>	98	102	94	0.92	85 <sup>**</sup>	88 <sup>**</sup>	82 <sup>**</sup>	0.93 <sup>**</sup>	...	...	...	...
Arab States	2012	42,761	47	8 <sup>**</sup>	104	107	100	0.93	89 <sup>**</sup>	91 <sup>**</sup>	87 <sup>**</sup>	0.96 <sup>**</sup>	...	...	...	...
	2005	39,192	47	6	98	102	93	0.91	85	88 <sup>**</sup>	82 <sup>**</sup>	0.93 <sup>**</sup>	...	...	...	...
	2000	35,464	46	6 <sup>**</sup>	92	98	86	0.87	81	85	77	0.91	...	...	...	...
Central and Eastern Europe	2012	19,712	49	2	100	100	100	1.00	96	96	96	1.00	...	...	...	...
	2005	21,190	48	1	100	101	99	0.98	95	95	94	0.99	...	...	...	...
	2000	23,750	48	1 <sup>**</sup>	102	104	100	0.97	94 <sup>**</sup>	95 <sup>**</sup>	93 <sup>**</sup>	0.97 <sup>**</sup>	...	...	...	...
Central Asia	2012	5,479 <sup>**</sup>	48 <sup>**</sup>	1 <sup>**</sup>	99 <sup>**</sup>	100 <sup>**</sup>	99 <sup>**</sup>	0.99 <sup>**</sup>	95 <sup>**</sup>	95 <sup>**</sup>	94 <sup>**</sup>	0.99 <sup>**</sup>	...	...	...	...
	2005	6,121	49	1 <sup>**</sup>	98	99	97	0.98	94 <sup>**</sup>	95 <sup>**</sup>	94 <sup>**</sup>	0.99 <sup>**</sup>	...	...	...	...
	2000	6,747	49	- <sup>**</sup>	98	99	98	0.99	95 <sup>**</sup>	95 <sup>**</sup>	95 <sup>**</sup>	0.99 <sup>**</sup>	...	...	...	...
East Asia and the Pacific	2012	184,708	47	8	117	118	116	0.99	96 <sup>**</sup>	96 <sup>**</sup>	96 <sup>**</sup>	1.00 <sup>**</sup>	...	...	...	...
	2005	197,670 <sup>**</sup>	48 <sup>**</sup>	6 <sup>**</sup>	111 <sup>**</sup>	112 <sup>**</sup>	111 <sup>**</sup>	0.99 <sup>**</sup>	95 <sup>**</sup>	95 <sup>**</sup>	94 <sup>**</sup>	0.99 <sup>**</sup>	...	...	...	...
	2000	222,451 <sup>**</sup>	48 <sup>**</sup>	4 <sup>**</sup>	105 <sup>**</sup>	105 <sup>**</sup>	104 <sup>**</sup>	0.99 <sup>**</sup>	95 <sup>**</sup>	95 <sup>**</sup>	95 <sup>**</sup>	0.99 <sup>**</sup>	...	...	...	...
Pacific	2012	4,218	48 <sup>**</sup>	19 <sup>**</sup>	108	110	106	0.97	94	95	93	0.98	...	...	...	...
	2005	3,142	48 <sup>**</sup>	24 <sup>**</sup>	91	92	89	0.97	83	85	80	0.93	...	...	...	...
	2000	3,131	48 <sup>**</sup>	22 <sup>**</sup>	93	95	92	0.97	87	88	85	0.96	...	...	...	...
Pacific *	2012	1,786	46	9	115	119	110	0.93	89	92	86	0.94	...	...	...	...
	2005	854	46	17 <sup>**</sup>	71	74	67	0.90	59 <sup>**</sup>	67 <sup>**</sup>	50 <sup>**</sup>	0.74 <sup>**</sup>	...	...	...	...
	2000	865	46	17 <sup>**</sup>	79	84	75	0.90	70 <sup>**</sup>	75 <sup>**</sup>	64 <sup>**</sup>	0.85 <sup>**</sup>	...	...	...	...
Latin America and the Caribbean	2012	64,959	48	18	109	110	107	0.97	94 <sup>**</sup>	93 <sup>**</sup>	94 <sup>**</sup>	1.00 <sup>**</sup>	...	...	...	...
	2005	68,845	48	15	115	117	113	0.97	94	95	94	0.99	...	...	...	...
	2000	70,045	48	14	119	121	116	0.96	94	95	93	0.98	...	...	...	...
North America and Western Europe	2012	51,353	49	10	101	101	100	0.99	96	96	96	1.00	...	...	...	...
	2005	51,521	49	11	102	102	101	0.99	96	96	97	1.01	...	...	...	...
	2000	52,686	49	12	103	103	102	0.99	98	98	98	1.00	...	...	...	...
South and West Asia	2012	192,650 <sup>**</sup>	48 <sup>**</sup>	...	110 <sup>**</sup>	110 <sup>**</sup>	111 <sup>**</sup>	1.00 <sup>**</sup>	94 <sup>**</sup>	94 <sup>**</sup>	94 <sup>**</sup>	1.00 <sup>**</sup>	...	...	...	...
	2005	181,500 <sup>**</sup>	46 <sup>**</sup>	...	105 <sup>**</sup>	108 <sup>**</sup>	102 <sup>**</sup>	0.95 <sup>**</sup>	90 <sup>**</sup>	93 <sup>**</sup>	87 <sup>**</sup>	0.93 <sup>**</sup>	...	...	...	...
	2000	157,697	44	19	92	100	84	0.84	80	87	73	0.84	...	...	...	...
Sub-Saharan Africa	2012	144,075	47	11 <sup>**</sup>	102	106	98	0.92	79 <sup>**</sup>	82 <sup>**</sup>	76 <sup>**</sup>	0.93 <sup>**</sup>	...	...	...	...
	2005	111,908	47	10 <sup>**</sup>	95	100	89	0.88	71	74	68	0.92	...	...	...	...
	2000	86,751	46	10 <sup>**</sup>	83	89	76	0.85	61	65	57	0.88	...	...	...	...

Pacific \* averages exclude Australia and New Zealand



**Table 3: Secondary education**

Region Country or territory	Reference year	Enrolment			Gross enrolment ratio in lower secondary (ISCED 2) (%)				Net enrolment rate (adjusted) in lower secondary (ISCED 2) (%)				Students in secondary education (ISCED 2-3) enrolled in technical and vocational programme		Survival rates to the last grade of lower secondary education (%)			
		MF (000)	% F	% Private	MF	M	F	GPI	MF	M	F	GPI	%	% F	MF	M	F	GPI
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
Pacific																		
Australia	2012	2,377	47	36	111	114	109	0.96	85	84	85	1.02	35	43	...	...	...	...
	2005	2,497	48	27	113	112	113	1.00	86**	85**	87**	1.02**	27	45	...	...	...	...
	2000	2,589	49	24	118	117	119	1.01	...	...	...	...	47	47	...	...	...	...
Cook Islands	2012	1.9	48	14 <sup>1</sup>	99*	101*	97*	0.96*	84*	85*	83*	0.97*	4	26	88 <sup>1</sup>	98 <sup>1</sup>	79 <sup>1</sup>	0.81 <sup>1</sup>
	2005	1.9	49	14	...	...	...	...	92*	88*	96*	1.09*	.	.	...	...	...	...
	2000	1.7	51	...	89*	86*	92*	1.07*	87**	82**	93**	1.13**	.	.	85	90	81	0.90
Fiji	2012	97	51	...	98	94	102	1.09	88	84	93	1.12	1	19	83 <sup>1</sup>	75 <sup>1</sup>	91 <sup>1</sup>	1.21 <sup>1</sup>
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	98	51	...	93	90	96	1.07	86**	83**	89**	1.08**	3	40	...	...	...	...
Kiribati	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	12	52	...	106	103	110	1.07	84**	83**	86**	1.04**	...	...	...	...	...	...
	2000	7.5	55	...	46	40	52	1.29	...	...	...	...	...	...	...	...	...	...
Marshall Islands	2012	...	...	...	125	117	134	1.15	...	...	...	...	...	...	...	...	...	...
	2005	5.3	49	...	104	107	102	0.96	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Micronesia (Federated States of)	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	14	49	...	99	94	104	1.10	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Nauru	2012	0.95	47	.	78*	81*	75*	0.93*	76*	77*	74*	0.97*	.	.	...	...	...	...
	2005	0.60	51	...	...	...	...	...	...	...	...	...	.	.	...	...	...	...
	2000	0.66	54	...	...	...	...	...	...	...	...	...	.	.	...	...	...	...
New Zealand	2012	501	50	10	105	106	104	0.99	99	100	99	0.99	14	49	...	...	...	...
	2005	526	50	22	103	104	102	0.99	...	...	...	...	...	...	...	...	...	...
	2000	444	50	10	102	102	101	0.99	...	...	...	...	...	...	...	...	...	...
Niue	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	0.21	48	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	0.26	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Palau	2012	...	...	...	...	...	...	...	...	...	...	...	.. <sup>1</sup>	.. <sup>1</sup>	...	...	...	...
	2005	2.4	...	...	104*	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	1.9	48	29	92*	89*	96*	1.08*	...	...	...	...	.	.	...	...	...	...
Papua New Guinea	2012	378	41	1	73	80	64	0.80	...	...	...	...	8	27	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Samoa	2012	26	50	33	103	102	105	1.02	69	65	73	1.12	.	.	98 <sup>1</sup>	97 <sup>1</sup>	100 <sup>1</sup>	1.03 <sup>1</sup>
	2005	24	51	32**	100	98	102	1.04	...	...	...	...	.	.	95	...	...	...
	2000	22	50	32	97	96	99	1.04	75	71	81	1.14	.	.	100	100	100	1.00
Solomon Islands	2012	42	47	30	72	72	72	0.99	...	...	...	...	.	.	85 <sup>1</sup>	85 <sup>1</sup>	84 <sup>1</sup>	0.99 <sup>1</sup>
	2005	22	43	...	46	49	43	0.88	...	...	...	...	.	.	...	...	...	...
	2000	14	42	...	35	38	31	0.81	11	12	10	0.84	.	.	...	...	...	...
Tokelau	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	0.18	49	.	102*	97*	107*	1.11*	...	...	...	...	.	.	...	...	...	...
Tonga	2012	15 <sup>1</sup>	47 <sup>1</sup>	65 <sup>1</sup>	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	15	49	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...



Region Country or territory	Reference year	Enrolment			Gross enrolment ratio in lower secondary (ISCED 2) (%)				Net enrolment rate (adjusted) in lower secondary (ISCED 2) (%)				Students in secondary education (ISCED 2-3) enrolled in technical and vocational programme		Survival rates to the last grade of lower secondary education (%)			
		MF (000)	% F	% Private	MF	M	F	GPI	MF	M	F	GPI	%	% F	MF	M	F	GPI
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
Tuvalu	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Vanuatu	2012	20 <sup>2</sup>	49 <sup>2</sup>	...	67 <sup>2</sup>	64 <sup>2</sup>	70 <sup>2</sup>	1.09 <sup>2</sup>	49	46	53	1.14	10 <sup>2</sup>	39 <sup>2</sup>	71 <sup>3</sup>	74 <sup>3</sup>	69 <sup>3</sup>	0.93 <sup>3</sup>
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	80	85	75	0.88
	2000	10	52	27	45	41	50	1.24	51**	47**	56**	1.19**	18	41	...	...	...	...
Regional Averages																		
World	2012	552,444	48	22**	85	85	84	0.98	...	...	...	...	10	44	...	...	...	...
	2005	507,363	47	20**	78	80	76	0.95	...	...	...	...	10	45	...	...	...	...
	2000	449,883	47**	19**	72	75	69	0.92	...	...	...	...	10**	45**	...	...	...	...
Arab States	2012	31,329	47	7**	89	93	85	0.92	...	...	...	...	9	40	...	...	...	...
	2005	27,960	47	6**	83	88	78	0.89	...	...	...	...	12	43	...	...	...	...
	2000	23,304	46	7**	77	83	71	0.86	...	...	...	...	15**	44**	...	...	...	...
Central and Eastern Europe	2012	30,276	48	3	97	97	96	0.99	...	...	...	...	22	41	...	...	...	...
	2005	36,124	48	2	89	91	87	0.96	...	...	...	...	19	40	...	...	...	...
	2000	40,935**	48**	2**	93	94	92	0.97	...	...	...	...	18**	39**	...	...	...	...
Central Asia	2012	10,056**	48**	3**	96**	97**	95**	0.98**	...	...	...	...	13**	46**	...	...	...	...
	2005	11,106	48	2**	96	97	95	0.98	...	...	...	...	10	45	...	...	...	...
	2000	9,658	49	2**	85	85	85	1.00	...	...	...	...	7	41	...	...	...	...
East Asia and the Pacific	2012	158,258	48	17	97	96	97	1.02	...	...	...	...	17	44	...	...	...	...
	2005	158,575**	48**	14**	86**	86**	86**	1.00**	...	...	...	...	12**	49**	...	...	...	...
	2000	135,990	47**	...	75	77**	74**	0.96**	...	...	...	...	14**	47**	...	...	...	...
Pacific	2012	3,496	47	28	102	104	99	0.95	...	...	...	...	27	43	...	...	...	...
	2005	3,462	48	26	94	95	92	0.97	...	...	...	...	23**	45**	...	...	...	...
	2000	3,384	49	23	92	93	91	0.98	...	...	...	...	38	47	...	...	...	...
Pacific *	2012	617	45	9	77	82	72	0.88	...	...	...	...	5	27	...	...	...	...
	2005	439**	45**	25**	58**	63**	53**	0.84**	...	...	...	...	7**	27**	...	...	...	...
	2000	350**	46**	36**	44**	48**	40**	0.85**	...	...	...	...	7**	30**	...	...	...	...
Latin America and the Caribbean	2012	60,732	51	19	98	97	100	1.03	...	...	...	...	10	53	...	...	...	...
	2005	58,502	51	19	99	98	101	1.04	...	...	...	...	8	52	...	...	...	...
	2000	55,077**	51**	18**	98	97	99	1.03	...	...	...	...	9**	54**	...	...	...	...
North America and Western Europe	2012	61,163	49	14	103	104	103	0.99	...	...	...	...	13	42	...	...	...	...
	2005	62,889	49	13	104	105	104	0.99	...	...	...	...	15	44	...	...	...	...
	2000	61,007	49	13	102	102	102	1.00	...	...	...	...	13	45	...	...	...	...
South and West Asia	2012	152,002**	46**	...	81**	81**	80**	0.98**	...	...	...	...	-	-	...	...	...	...
	2005	120,683	44	...	69	73	65	0.88	...	...	...	...	2	30	...	...	...	...
	2000	101,181	41	42	60	67	53	0.79	...	...	...	...	2	29	...	...	...	...
Sub-Saharan Africa	2012	48,628**	45**	19**	50**	53**	46**	0.86**	...	...	...	...	6**	40**	...	...	...	...
	2005	31,525	44	17**	38	43	34	0.79	...	...	...	...	6	39	...	...	...	...
	2000	22,730	44	...	30	33	27	0.80	...	...	...	...	7	36	...	...	...	...

Pacific \* averages exclude Australia and New Zealand



**Table 4: Literacy**

Region  Country or territory	Reference year	Adult (15 years and older)						Youth (15 to 24 years)					
		Literacy rate				Illiterate population		Literacy rate				Illiterate population	
		MF	M	F	GPI	MF (000)	% F	MF	M	F	GPI	MF (000)	% F
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Pacific													
Australia	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Cook Islands	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Fiji	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Kiribati	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Marshall Islands	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Micronesia (Federated States of)	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Nauru	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
New Zealand	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Niue	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Palau	2012	100 <sup>+1</sup>	99 <sup>+1</sup>	100 <sup>+1</sup>	1.00 <sup>+1</sup>	...	...	100 <sup>+1</sup>	100 <sup>+1</sup>	100 <sup>+1</sup>	1.00 <sup>+1</sup>	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Papua New Guinea	2012	63 <sup>**</sup>	65 <sup>**</sup>	60 <sup>**</sup>	0.92 <sup>**</sup>	1,638 <sup>**</sup>	53 <sup>**</sup>	71 <sup>**</sup>	67 <sup>**</sup>	76 <sup>**</sup>	1.13 <sup>**</sup>	398 <sup>**</sup>	41 <sup>**</sup>
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	57	63	51	0.80	1,374	57	67	69	64	0.93	366	53
Samoa	2012	99 <sup>**</sup>	99 <sup>**</sup>	99 <sup>**</sup>	1.00 <sup>**</sup>	13.0 <sup>**</sup>	57 <sup>**</sup>	100 <sup>**</sup>	99 <sup>**</sup>	100 <sup>**</sup>	1.00 <sup>**</sup>	017.00 <sup>**</sup>	38 <sup>**</sup>
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Solomon Islands	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Tokelau	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Tonga	2012	99 <sup>-1</sup>	99 <sup>-1</sup>	99 <sup>-1</sup>	1.00 <sup>-1</sup>	040.00 <sup>-1</sup>	47 <sup>-1</sup>	99 <sup>-1</sup>	99 <sup>-1</sup>	100 <sup>-1</sup>	1.00 <sup>-1</sup>	011.00 <sup>-1</sup>	42 <sup>-1</sup>
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...





Region  Country or territory	Reference year	Adult (15 years and older)						Youth (15 to 24 years)					
		Literacy rate				Illiterate population		Literacy rate				Illiterate population	
		MF	M	F	GPI	MF (000)	% F	MF	M	F	GPI	MF (000)	% F
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Tuvalu	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Vanuatu	2012	83 **	85**	82**	0.96**	26**	55**	95**	95**	95**	1.00**	24.0**	49**
	2005	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Regional Averages													
World	2012	84	89	80	0.91	781,237	64	89	92	87	0.94	125,597	61
	2000	82	87	77	0.89	787,094	64	87	91	84	0.93	139,010	62
Arab States	2012	78	85	69	0.81	51,774	66	90	93	86	0.93	6,938	64
	2000	67	77	56	0.73	57,936	65	83	89	77	0.87	9,620	65
Central and Eastern Europe	2012	99	99	98	0.99	4,288	78	100	100	99	1.00	289	60
	2000	97	99	96	0.97	8,574	80	99	99	98	0.99	780	68
Central Asia	2012	100	100	99	1.00	262	64	100	100	100	1.00	28	34
	2000	99	99	99	0.99	482	72	100	100	100	1.00	32	39
East Asia and the Pacific	2012	95	97	93	0.96	88,386	70	99	99	99	1.00	4,270	51
	2000	92	95	88	0.93	127,314	70	98	98	98	0.99	6,716	57
Pacific	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
Pacific *	2012	71	73	69	0.93	1,857	54	77	74	80	1.08	436	42
	2000	67	72	62	0.86	1,575	57	75	77	73	0.95	402	53
Latin America and the Caribbean	2012	92	93	92	0.99	33,267	55	98	98	98	1.00	2,351	45
	2000	90	91	89	0.98	38,765	55	96	96	97	1.01	3,819	45
North America and Western Europe	2012	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...
South and West Asia	2012	63	74	52	0.70	409,909	64	80	86	74	0.86	62,119	64
	2000	59	70	47	0.66	390,219	63	74	81	66	0.81	76,065	63
Sub-Saharan Africa	2012	59	68	50	0.75	186,902	61	69	75	63	0.84	49,331	59
	2000	57	68	48	0.71	156,736	62	68	75	62	0.82	41,683	61

Pacific \* averages exclude Australia and New Zealand



**Table 5: Teachers**

Region Country or territory	Reference year	Pre-primary education (ISCED 0)					Primary education (ISCED 1)					Lower secondary education (ISCED 2)			Secondary education (ISCED 2-3)	
		MF	F	% F	Trained teachers (%)	Pupil-teacher ratio	MF	F	% F	Trained teachers (%)	Pupil-teacher ratio	MF	F	% F	Trained teachers (%)	Pupil-teacher ratio
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
Pacific																
Australia	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	105,469 <sup>1</sup>	...	...	...	...	...	...	...	...	...
Cook Islands	2012	28	28	100	82	17	127	104	82	95	15	...	...	...	88 <sup>-1</sup>	14 <sup>-1</sup>
	2005	23	21	91	61	21	137	106	77	...	16	...	...	...	97	16
	2000	28	28	100	...	17	134	115	86	...	18	...	...	...	...	14
Fiji	2012	...	...	...	...	...	3,671	2,184	59	100	28	2,324	1,545	66	100	19
	2005	414 <sup>-1</sup>	410 <sup>-1</sup>	99 <sup>-1</sup>	...	...	4,029 <sup>-1</sup>	2,292 <sup>-1</sup>	57 <sup>-1</sup>	...	...	3,022 <sup>-1</sup>	1,500 <sup>-1</sup>	50 <sup>-1</sup>	...	...
	2000	312	309	99	...	21	4,079	2,296	56	...	28	...	...	...	...	20 <sup>**</sup>
Kiribati	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	654	485	74	94	25	396	209	53	67	17
	2000	...	...	...	...	...	460	309	67	...	32	278 <sup>+2</sup>	148 <sup>+2</sup>	53 <sup>+2</sup>	...	...
Marshall Islands	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	183 <sup>-2</sup>	64 <sup>-2</sup>	35 <sup>-2</sup>	...	...
	2000	124 <sup>+2</sup>	75 <sup>+2</sup>	60 <sup>+2</sup>	...	...	517 <sup>+2</sup>	177 <sup>+2</sup>	34 <sup>+2</sup>	...	...	105 <sup>-1</sup>	63 <sup>+2</sup>	35 <sup>+2</sup>	...	...
Micronesia (Federated States of)	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Nauru	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	39	39	100	...	16	65	61	94	...	28	...	...	...	...	15
	2000	51	50	98	...	13	74	68	92	...	21	...	...	...	...	17
New Zealand	2012	10,889	10,652	98	...	11	23,829	19,872	83	...	15	16,565	10,809	65	...	14
	2005	7,071	6,998	99	...	15	21,681	17,992	83	...	16	16,957	11,080	65	...	15
	2000	7,466	7,370	99	...	14	19,490	16,329	84	...	18	13,089	8,506	65	...	16
Niue	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	16 <sup>-1</sup>	16 <sup>-1</sup>	100 <sup>-1</sup>	...	...	...	...	...	...	8
	2000	6 <sup>+1</sup>	6 <sup>+1</sup>	100 <sup>+1</sup>	...	...	17	17	100	...	15	21 <sup>-1</sup>	9 <sup>-1</sup>	43 <sup>-1</sup>	...	8
Palau	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	64	63	98	...	10	124	98	79	...	16	60	36	60	...	15
Papua New Guinea	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	100	27
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	2,697 <sup>+2</sup>	998 <sup>+2</sup>	37 <sup>+2</sup>	...	...	15,798	6,107	39	...	35 <sup>**</sup>	...	...	...	...	...
Samoa	2012	343	326	95	...	10	1,021 <sup>-2</sup>	789 <sup>-2</sup>	77 <sup>-2</sup>	...	30 <sup>-2</sup>	412 <sup>-2</sup>	256 <sup>-2</sup>	62 <sup>-2</sup>	...	21 <sup>-2</sup>
	2005	314 <sup>+2</sup>	303 <sup>+2</sup>	96 <sup>+2</sup>	...	...	920 <sup>+2</sup>	...	...	...	...	353 <sup>+2</sup>	...	...	...	...
	2000	129	121	94	...	42 <sup>**</sup>	1,167	831	71	...	24	342	246	72	...	21
Solomon Islands	2012	1,216	1,063	87	40	17	5,097	2,378	47	54	24	780 <sup>-2</sup>	234 <sup>-2</sup>	30 <sup>-2</sup>	70	26
	2005	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2000	...	...	...	...	...	3,014 <sup>-1</sup>	1,223 <sup>-1</sup>	41 <sup>-1</sup>	...	...	...	...	...	...	10 <sup>**</sup>
Tokelau	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2005	...	...	...	...	...	39 <sup>-2</sup>	27 <sup>-2</sup>	69 <sup>-2</sup>	...	...	...	...	...	...	...
	2000	8	8	100	...	11	25	19	76	...	10	...	...	...	...	16
Tonga	2012	169	169	100	100	11	816	779	95	...	21	...	...	...	...	15 <sup>-1</sup>
	2005	...	...	...	...	...	839	...	...	...	20	...	...	...	...	...
	2000	104	103	99	...	15 <sup>**</sup>	754	519	69	...	22	672 <sup>-1</sup>	326 <sup>-1</sup>	49 <sup>-1</sup>	...	15



Region Country or territory	Reference year	Pre-primary education (ISCED 0)					Primary education (ISCED 1)					Lower secondary education (ISCED 2)			Secondary education (ISCED 2-3)	
		MF	F	% F	Trained teachers (%)	Pupil-teacher ratio	MF	F	% F	Trained teachers (%)	Pupil-teacher ratio	MF	F	% F	Trained teachers (%)	Pupil-teacher ratio
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
Tuvalu	2012	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
	2005	...	...	...	...	...	75 <sup>-2</sup>	60 <sup>-2</sup>	80 <sup>-2</sup>	...	...	...	...	...	...	
	2000	40 <sup>+1</sup>	40 <sup>+1</sup>	100 <sup>+1</sup>	...	...	78 <sup>+1</sup>	63 <sup>+1</sup>	81 <sup>+1</sup>	...	20	31 <sup>+1</sup>	26 <sup>+1</sup>	84 <sup>+1</sup>	...	
Vanuatu	2012	822 <sup>-2</sup>	769 <sup>-2</sup>	94 <sup>-2</sup>	...	14 <sup>-2</sup>	1,931 <sup>-2</sup>	1,041 <sup>-2</sup>	54 <sup>-2</sup>	...	22 <sup>-2</sup>	...	...	...	...	
	2005	728 <sup>+2</sup>	665 <sup>+2</sup>	91 <sup>+2</sup>	...	...	1,592 <sup>+2</sup>	870 <sup>+2</sup>	55 <sup>+2</sup>	...	...	...	...	...	...	
	2000	830 <sup>+1</sup>	818 <sup>+1</sup>	99 <sup>+1</sup>	...	...	1,582	797	50	...	23	261	134	51	...	

Pacific \* averages exclude Australia and New Zealand



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