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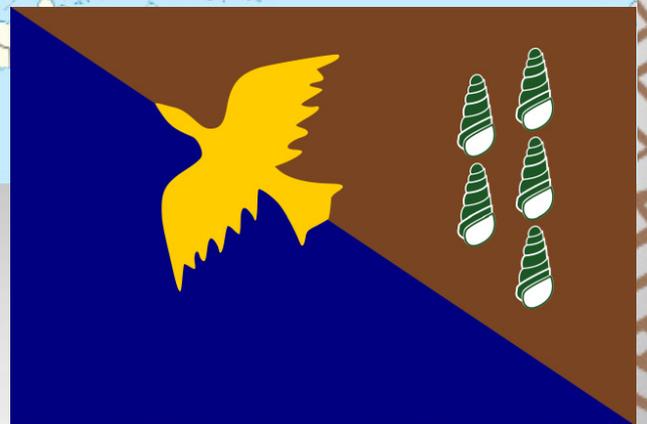
2009 PROVINCIAL AND
DISTRICT UNIVERSAL BASIC
EDUCATION PROFILE

Jeremy Goro
Kilala Devette-Chee
Peter Magury
Daphney Kollin
Martha Waim

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Daphney Kollin and **Martha Waim** were research cadets working under the Universal Basic Education Program at the time this report was written. Both had graduated from the University of Papua New Guinea with Bachelors in Economics in 2017.

Abbreviations and Acronyms

| | |
|------|---|
| CRR | cohort retention rate |
| DoE | Department of Education |
| EMIS | Education Management Information System |
| GER | gross enrolment rate |
| LLG | local-level government |
| NAR | net admission rate |
| NER | net enrolment rate |
| NRI | National Research Institute |
| PES | Provincial Education System |
| PNG | Papua New Guinea |
| SDA | Seventh Day Adventist |
| UBE | Universal Basic Education |

Glossary of terms

Elementary education

Programs at the initial stage of an organised instruction, which are designed to introduce very young children, usually from age six to eight to a school type environment. This is to provide a bridge between school and home. Such programs are a more formal component of the Early Childhood Care and Education. Upon completion of this program, children continue to lower primary education.

Gross enrolment rate

Number of students enrolled in a given level of education regardless of age, expressed as a percentage of the population in the relevant official age group. Note also that GER can be higher than 100 percent as a result of grade repetition and entry to school by younger and over-age children than the correct age.

Net enrolment ratio

Number of students enrolled in the official age group for a given level of education enrolled in that level expressed as a percentage of the total population in that age group.

Net admission rate

Number of students in the official school entrance age who are new entrants into the first grade of elementary education, expressed as a percentage of the total population in that age group. This indicator is sometimes known as net intake rate.

Primary education

Education programs that are usually designed on a unit or project basis to give students a sound basic education in reading, writing and mathematics with an elementary understanding of other subjects such as history, geography, natural science, social science, art and music. In some cases, religious instruction is also taught. It has pupils enrolled in Grades 3 to 8. Children enrolled in primary school are around nine years old.

Retention rate

Number of students who complete the final year (Grade 8) of primary school expressed as a percentage of the number who entered the first year (elementary prep).

Foreword

Education has been a focal point of the Government of Papua New Guinea's development strategy prior to, and after independence in 1975. This is due to its importance in the overall development of people capacity and the positive impact it will have on the citizens' quality of life. The emphasis and strategies to develop education in Papua New Guinea (PNG) were influenced by international conventions associated with this sector. The Education for All goals agreed to in 1990 in Jomtien, Thailand (Shaeffer, 1995), and the Dakar Framework for Action (2000) to universalise primary education by 2015, informed the planning and actions taken in the country. Similarly, the United Nations Millennium Development Goals (MDGs) established in 2000, the United Nations Convention on the Rights of the Child (1990), and the Universal Declaration of Human Rights (1948) provided further international impetus for education development.

In PNG, more than 800 languages are spoken. More than 80 percent of the population lives in rural areas and some of these areas are very remote and inaccessible. The 22 provinces, 91 districts, 113 local-level governments and 6,131 wards, are very different and have their own challenges. Each locality has unique challenges and constraints when working towards Universal Basic Education (UBE). They require specific interventions that can work in their local settings.

It is in this context that the *Manus Province 2009 Provincial and District Universal Basic Education Profile* is developed. This profile draws attention to the need for proper education data and information at the district level. It provides basic education information at the district level so that planners can plan better and develop policies that reflect the school-age children's population distribution in the province. This profile establishes common UBE indicators for providing basic education services at the district level. It establishes a reference point from which each district can implement various UBE policies and monitor its progress over time.

At the same time, each community in the Manus Province and its districts should take responsibility for designing and implementing their own strategies towards universalising basic education in their areas. The *Achieving a better future through Universal Basic Education Plan, 2010–19* (Department of Education, 2009), outlines three critical areas for a community to measure its progress towards UBE: 1) How many of the school-aged children have access to and enroll in school?; 2) How many of them stay on and complete the full phase of basic education in elementary and primary level?; 3) How many of them have acquired the minimum level of knowledge and skills covered in the school curriculum — and is it quality education?

The main thrust of the plan was for a school-based education approach developed by each community and supported by district-level authorities and provincial and national governments. This bottom-up approach works towards achieving quality basic education targets. Each community knows which children are not in school and what they need to do to increase access and ensure that children do not drop out but are retained and complete the whole school cycle. Each community can work on strategies to improve the quality of learning in their schools in many areas identified by research.

It is hoped that this profile can be used by education administrators, planners, policy-makers, researchers and academics to monitor the progress of districts and to assist in planning and policy development in basic education in the Manus Province.

Dr Osborne Ogis Sanida

Director

Introduction

Manus Province includes the main island of Manus and surrounding islands as well as the off-shore islands of Ava-Wuvulu, Ninigo, Anchorite and Hermit. It has a single district with 12 local-level governments, which are further divided into 127 wards; the provincial capital is Lorengau. A road runs from Lorengau to Momote, and there are other minor roads on the main island, but the most common transport is by motor boat and canoe. The offshore islands are very remote and are actually closer to Wewak, the capital of East Sepik Province.

The distances between islands create substantial challenges for the delivery of basic education services. These challenges are coupled with serious concerns about the lack of access to education for the majority of school-age children, poor student retention rates, and poor student learning outcomes due to an irrelevant curriculum.

As a result, enabling education policies and plans have been developed and implemented with the goal of making education universally available to all school-aged children to keep them in school to complete their basic education of good quality. It is essential that these education policies and plans are carefully monitored at the province and district levels to see progress over time.

To monitor the progress of these education policies and plans, we need up-to-date data and information disaggregated to the level of the district. This will help the government and its stakeholders better understand the unique needs and challenges of each district, and to identify performance monitoring gaps where there is improvement, no change, or deterioration in relation to access, retention, and quality of learning.

The production and dissemination of the *Manus Province 2009 Provincial and District Universal Basic Education Profile* focuses on the need for information at the province and district levels towards attainment of UBE goals and, simultaneously, to identify gaps that need interventions in the areas of access, retention, and quality.

The *Manus Province 2009 Provincial and District Universal Basic Education Profile* contains maps and general basic education information regarding the school-aged population, enrolment, and the number of schools and teachers. These are followed by the three UBE indicators of access, retention, and quality.

This profile will be circulated to all stakeholders at the national, provincial, district and local levels, political leaders and public servants, and development partners.

This profile provides insight into the progress of Manus Province and its districts towards achieving UBE, and the unique challenges they have in doing so. We hope it will be used as a platform for influencing policy choices and interventions.

Provincial education system coverage

Provincial education system coverage is the extent to which education is made available in the province at various education levels to adequately meet the demand for it. It helps education planners and policy-makers to understand, among other factors, the absorptive capacity of the provincial education system, the access and participation gaps, the number of places that will need to be provided for pupils at various levels in the education system, and the disparities in the provision of education. An understanding of these factors will enable more effective measures to be taken to address these and to ensure that education is made available to all school-aged children.

For this profile, the number of schools is used as a measure of provincial education system coverage.

In 2009, the Manus Province's education system grew to one employing 433 teachers with 11,276 students in 110 elementary schools, six community schools and 75 primary schools. A community school in the education system does not have Grade 8. The exit point is at Grade 6 only. While the DoE provides the support to and oversight of, all schools registered within the provincial education system, about half of the schools were run by the churches. In 2009, 51 percent of the schools were run by the government and 49 percent were run by church agencies. The Catholic Church provided 30 percent, Evangelical Alliance provided 16 percent and other denominations provided the rest (DoE, 2009).

The profile shows the number of schools at each level of education to ascertain if there is adequate space to meet the demand for education. Access and enrolment data suggest that one of the critical factors for the increased number of school-age children being out of school is the lack of schools.

Overview of universal basic education indicators

This section is a guide to the key Universal Basic Education indicators chosen for this profile. It provides a description of the three main indicators and an overview of the current situation in Manus Province's basic education. These indicators are addressed according to three priority pillars in basic education development in the province. These are: increasing access to schools (access), ensuring that students get a full nine years of education (retention), and improving the quality of education so that all students have acquired all the knowledge and skills that are taught at the community school level (quality).

Net admission rate

Children's access to the first level of education is measured using the net admission rate (NAR). This is the proportion of six-year-old children admitted to Elementary Prep relative to the population of six-year-olds.

The NAR is a useful indicator because it tells us not only the number of students with access to Elementary Prep, but, more importantly, the number of students being denied access.

Overall, the NAR for Manus Province is 19 percent. This indicates that of all the children enrolled in Elementary Prep, only 15.9 percent are six-year-olds while 81 percent are older or younger.

Generally, the NAR for Manus is lower than the national average, indicating that a large proportion of 6-year-olds do not have access to the first year of formal education. The large number of children enrolled at older ages can be explained by the fact that children are starting school very late. This merits further investigation. Better understanding of the reasons for this phenomenon will help in designing effective strategies for getting parents to enrol their six-year-olds in school.

Enrolment rates

Enrolment rates are used to measure students' participation in education as well as help us to identify the number of children enrolled in education as a proportion of the population of related school age. The gross enrolment rate (GER) and the net enrolment rate (NER) are often used to measure students' participation in education.

The GER has been used here because it helps us know the exact number of children, regardless of age, who are enrolled from Elementary Prep to Grade 8 and, most importantly, those who are not enrolled.

Generally, Manus Province had a GER of 86.3 percent, slightly higher than the national average of 88.6 percent. The enrolment rate of the officially designated age group may be much lower because of the presence of over- and under-aged children in school as well as inaccurate population figures.

The NER has been used to measure students' participation in basic education because firstly, it helps us to know the actual number of students in the population of related school age (six to 14 years) who are in school and, most importantly, those who are not in school. Secondly, it is a good indicator for measuring provincial and district progress towards the goal of UBE.

The enrolment data presented indicate that Manus Province had a NER of 46.7 percent. This means that 53.3 percent of students were not enrolled at the correct age of six years. The data suggest that Manus Province is making progress towards the goal of UBE.

Retention rate

The cohort retention rate (CRR) is the indicator used to measure the number of children who complete a basic education cycle. In other words, it takes the children completing the final grade (Grade 8) of basic education as a percentage of those who started in the first grade (Elementary Prep).

The CRR is a useful indicator because it not only tells us the number of children that remain in school to progress to the next level of the education cycle but also the number of children who dropped out of school.

Completion of basic education implies achieving the necessary level of competence to allow a child to progress to the next level of education or to be able to be self-taught. Leaving school before completing the nine years of basic education for various reasons means that a smaller number of children finally completed Grade 8. This fact is important in looking at the UBE because we will only be successful if all the children enrolled in elementary prep continue in school until the end of Grade 8. This is referred to as CRR.

Leaving school before completing Grade 8 means children may not have learnt as much as they should have and may not be competent with their skill levels. It may also mean that children will be illiterate and being unable to fulfil a role in society at large.

Overall, data presented here show that Manus Province had a CRR of 65.2 percent which is above the national average of 65 percent.

Given the high enrolment rate in Manus, the retention of students in school is also par with the national average. A large percentage of the children who enrolled in Elementary 1 and Grade 1 in community and primary schools completed Grade 8 in 2009. This means that many children passing on from schools in Manus is working towards achieving the goal of UBE.

Quality

The third indicator of UBE in PNG is quality education. This measures whether students can learn the required knowledge, skills and competencies prescribed in the national school curriculum. Quality is often measured using students' academic achievements from examination results or the pass mark. In most cases, proxy indicators such as Pupil-Teacher Ratio, Qualified Teachers, and Pupil-to-Textbook Ratio are used instead. However, for this UBE Provincial and District Profile, the pass mark for Grade 8 examination is used as the measure of quality education under UBE, which then translates into Sum of Mean Scores of the subjects examined (English, Maths, and Combined Subject), which is the determining factor in selection for admissions to Grade 9 in secondary schools.

An analysis of the 2009 national grade 8 examination results could not be carried out for Manus Province as the data were not available.

Guide to data sources

This publication is produced by the PNG National Research Institute based on collections from a census of Papua New Guinea schools held in March 2009. It presents information on all government and non-government schools, students and teachers in Manus Province.

From 2007, all Manus Province schools provide details of enrolments and staffing data once every year. The collection starts in March and provides data to be used as a basis for school resource allocation and for inclusion in provincial and national statistical digest publications. The census is processed and validated by staff of the Policy Planning Research and Data Analysis Division of the Department of Education.

The figures in this profile have been taken from the 2009 school census. It collected student-age data for the first time, as well as the large amounts of previously unavailable data about the teachers. Approximately, half of the schools in Manus responded to the 2009 school census.

The age structure of the missing schools was assumed to be the same as those schools in the province that did submit returns. So, the age structure of the schools that submitted data was applied to the estimated enrolments of those that did not.

Population data were supplied by the National Statistical Office in the form of estimates in five-year age groups, disaggregated by gender. The age groups were 0–4, 5–9, 10–14, 15–19, 20+. The age for commencement of elementary school in PNG is six years, primary school starts from nine years and secondary school from 15 years of age. The data had to be rearranged to form appropriate age groups to calculate age-related indicators such as NAR and NER. For this purpose, the following age groups were defined:

- Age 6, for calculating the NAR for Elementary Prep.
- Age 6–14, for calculating the GER and NER for basic education.

District age population was estimated by applying the age structure of the province across each of the districts as in the province as a whole. The estimates were compared for provincial and district consistency. In some situations where there has been rounding, discrepancies may occur between sums of the component items and totals.

Further information about this publication may be obtained by contacting:

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Limitation of data

This *Manus Province 2009 Provincial and District Universal Basic Education Profile* is based on the 2009 school census and assesses the status of the province's performance in attaining the goal of UBE. The indicators are limited to what data were available, based on the school census exercise run by the DoE at the time, throughout the country.

Reliable estimates of net admissions, and net and gross enrolment rates require reliable estimates of NARs, NERs and GERs, and school-age population. Errors occur when enrolment levels are under- or over-reported.

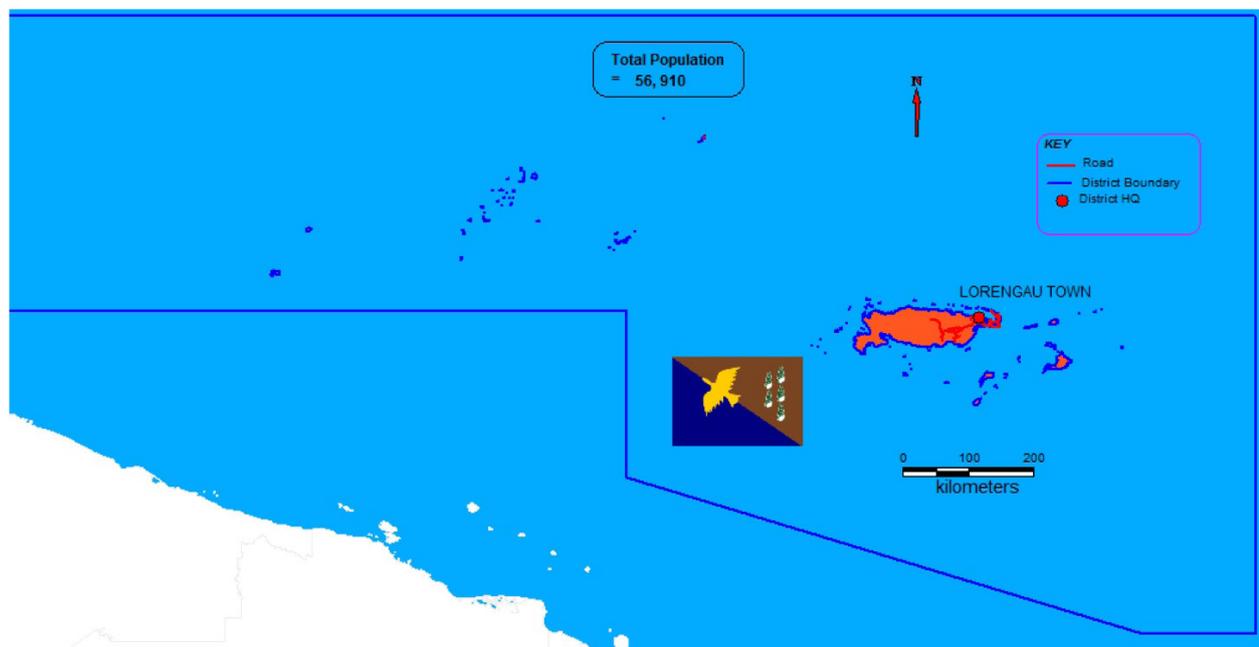
Over-reporting of enrolment levels may occur if schools have a financial incentive to do so (e.g. Tuition Fee Free, which is based on enrolment figures). Under-reporting of enrolment may occur if the DoE fails to include all schools in the country; particularly private schools.

Some schools were included in the census but did not have any data, and therefore have not been included in the analysis or the profiles. For information that was missing at the time, projections were made, particularly for the access rates.

The Grade 8 national examination results for Manus in 2009 was not available to determine the quality indicator.

Manus Province

Figure 1: Manus Province map and population figures



Source: 2011 PNG National Population and Housing Census (NSO, 2013).

About Manus Province

Manus Province includes the main island of Manus and the surrounding islands as well as the off-shore islands of Ava-Wuvulu, Ninigo, Anchorite and Hermit. It has a single district with 12 local-level governments, which are further divided into 127 wards. The provincial capital is Lorengau. A road runs from Lorengau to Momote Airport, and there are also other minor roads on the main island. However, the most common transport is by motor boat and canoe. The offshore island groups are very remote and are closer to Wewak, the capital of East Sepik Province.

Manus Province has 110 elementary schools, six community schools and 75 primary schools. These schools are provided by the government as well as churches, which run as agency schools: Government (51%), Catholic Church (30%), Evangelical Alliance (16%) and others (3%).

Summary

Manus Province's performance in UBE for 2009 is reported in this profile. In terms of access, the NAR (19%) was below the national average (24.0%) and a higher percentage of the female population were admitted to elementary prep. GER (86.3%) was higher than the national average (84.6%). The NER (46.7%) was below the national average (69.5%). Gender comparisons for both GER and NER shows a higher percentage of female population were enrolled in 2009.

Retention measured using the CRR for NCD (65.2%) was slightly above the national average (65%) in 2009.

Data to measure quality using the Grade 8 national examination results was not available for Manus in 2009.

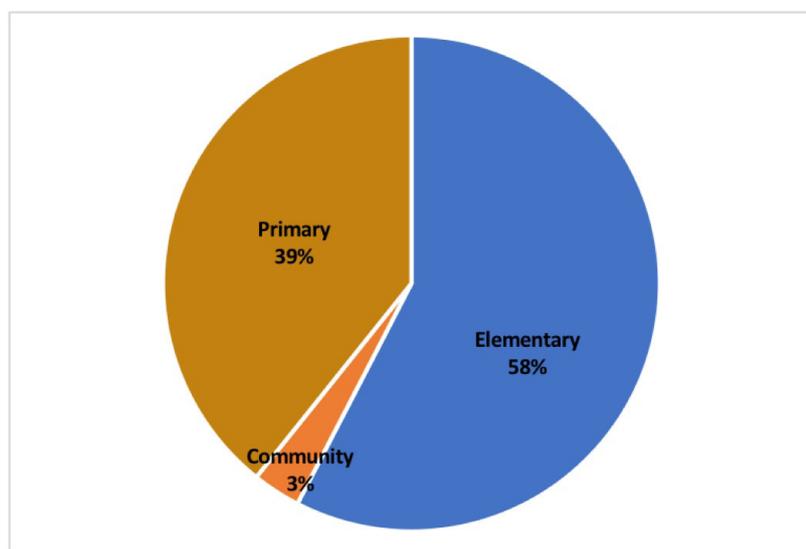
Basic education institutions

Table 1: Manus Province - number of schools, classes, students and teachers by school level

| School Level | Schools | Classes | Students | Teachers |
|--------------|------------|------------|---------------|------------|
| Elementary | 110 | 279 | 4,736 | 197 |
| Community | 6 | 11 | 140 | 6 |
| Primary | 75 | 364 | 6,400 | 230 |
| Total | 191 | 654 | 11,276 | 433 |

Source: 2009 Education Statistical Bulletin and EMIS Database (DoE, 2009).

Figure 2: Manus Province - basic education distribution



Source: 2009 Education Statistical Bulletin and EMIS Database (DoE, 2009).

Distribution of schools

Table 2: Manus Province - distribution of schools by district and school level

| | Elementary | Community | Primary | Total |
|----------------|------------|-----------|-----------|------------|
| Manus Province | 110 | 6 | 75 | 191 |
| Total | 110 | 6 | 75 | 191 |

Source: 2009 Education Statistical Bulletin and EMIS Database (DoE, 2009).

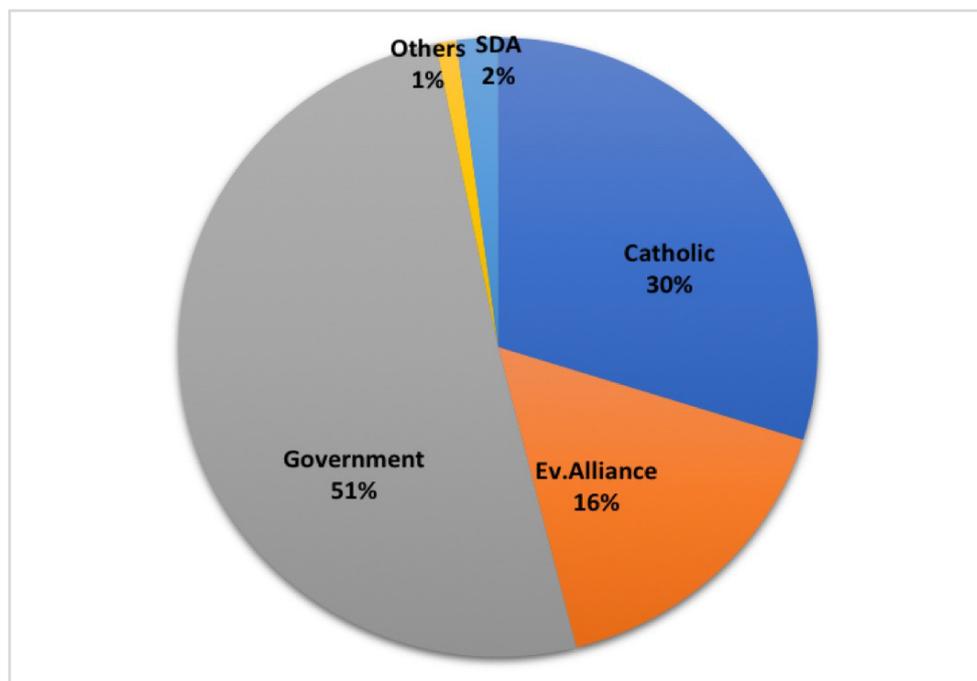
Education providers

Table 3: Manus Province - number of schools by basic education providers

| Provider | # of Schools |
|--------------|--------------|
| Catholic | 57 |
| Ev. Alliance | 31 |
| Government | 97 |
| Others | 2 |
| SDA | 4 |
| Total | 191 |

Source: 2009 Education Statistical Bulletin and EMIS Database (DoE, 2009).

Figure 3: Manus Province - basic education providers



Source: 2009 Education Statistical Bulletin and EMIS Database (DoE, 2009).

Universal basic education indicators

Access

Access to education is the extent to which children of specific age can gain access to a particular level of education. In this report, the access to education was measured using the NAR. The NAR measures access to the first grade (elementary prep) of formal education.

Children's participation in education is measured using the NER and the GER.

Net admission rates

Table 4: Manus Province - net admission rates

| | Male | Female | Total |
|------------------|-------|--------|-------|
| Manus Province | 17.2% | 21.0% | 19.0% |
| Papua New Guinea | 23.2% | 24.9% | 24.0% |

Source: Authors' calculations from 2009 enrolment data from EMIS Database (DoE, 2009) and 2011 PNG National Population and Housing Census (NSO, 2013).

Gross and net enrolments

Table 5: Manus Province - gross and net enrolment rates

| | Gross Enrolment | | | Net Enrolment | | |
|------------------|-----------------|--------|-------|---------------|--------|-------|
| | Male | Female | Total | Male | Female | Total |
| Manus Province | 84.5% | 88.3% | 86.3% | 44.4% | 49.8% | 46.7% |
| Papua New Guinea | 91.1% | 85.9% | 88.6% | 72.1% | 67.1% | 69.5% |

Source: Authors' calculations from 2009 enrolment data from EMIS Database (DoE, 2009) and 2011 PNG National Population and Housing Census (NSO, 2013).

Retention

Table 6: Manus Province - retention rates

| | Male | Female | Total |
|------------------|-------|--------|-------|
| Manus Province | 64.2% | 66.4% | 65.2% |
| Papua New Guinea | 69% | 61% | 65% |

Source: Authors' calculations from 2009 enrolment data from EMIS Database (DoE, 2009) and 2011 PNG National Population and Housing Census (NSO, 2013).

Quality

The Grade 8 examination results for Manus Province in 2009 were not available and therefore the quality of education for the province was not assessed.

Summary of findings

In terms of access to education, the Manus Province's 2009 admission and enrolment rates fell below national averages. The province's retention rate was slightly above the national average. A greater percentage of girls than boys remained in school through to Grade 8.

In 2009, Manus Province's access rates in terms of NAR (19%) and GER (86.3%) were lower than the national averages (24.2% and 88.6%, respectively), while the NER (46.7%) was also below the national average (69.5%).

The province's CRR (65.2%) in 2009 was above the national average (65.3%). Proportionately, a higher number of female students than male students were being retained.

Quality is measured using the results of the three main segments of the national Grade 8 examinations. Due to lack of data, the quality of education in 2009 for Manus Province was not assessed.

Table 7: Summary of Manus Province's performance in UBE in 2009.

| | 2009 | | | | |
|------------------|--------|-------|-------|-----------|--------------------|
| | Access | | | Retention | Quality |
| | NAR | GER | NER | CRR | Sum of mean scores |
| Manus Province | 19.0% | 86.3% | 46.7% | 65.2% | N/A |
| Papua New Guinea | 24.0% | 88.6% | 69.5% | 65.0% | 60.0 |

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