



**ALUING** teachers

# Listen and Learn

A policy research report on Papua New Guinean teachers' attitudes to their own profession

*"A teacher who is a happy teacher will teach well and a happy school is a good school"*

Inspector, Papua New Guinea



Sharing skills - Changing lives

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## Executive Summary

During the World Education Forum on Education For All at Dakar in April 2000 one theme that emerged was that access to education has overshadowed quality in the push for Universal Basic Education in developing countries. It is well known that a major determinant of improved educational experience and outcomes is the quality of teaching, and there is much interest among policy-makers in improving teacher performance. Yet crucially, understanding of teachers' own attitudes to their profession is poor. VSO's experience, backed by desk-based and field research, suggests that if teachers are to be effective as the main deliverers of educational reform in the coming decade, significant investments in improving their motivation and professionalism are essential.

The aim of undertaking this particular research case study in Papua New Guinea (PNG) was to gain a better understanding of the factors affecting teacher's commitment and motivation to deliver good-quality education in Papua New Guinean high and secondary schools, and to identify important issues that need to be addressed under current and forthcoming education policies. This report summarises the findings and makes recommendations that will also be taken up by a wider VSO advocacy policy initiative, 'Valuing Teachers', to be launched in October 2002.

From analysis of questionnaires from VSO volunteers and national teachers, focus group discussions and interviews with teachers and headteachers, and consultations with policy-makers and key stakeholders in education in PNG, this research has built up a picture in which certain key factors affecting teachers' motivation have emerged:

- Terms and conditions of service, including salaries but also the system of allowances and other benefits such as housing
- Management, including relations with regional education structures and in-school management
- Lack of professional support, development and training, including a lack of support for professional development and poor availability of in-service training

Underlying these issues is a further area of concern identified by the researcher, through consultation with policy-makers and key stakeholders:

- A lack of voice for teachers in decision-making

In analysing the findings to identify necessary action, the eleven major areas for recommendations can be split into 3 distinct themes that will be discussed below with suggested actions in order to implement them (see Recommendations at back of report for detailed recommendations).

### A) Priorities for action

A number of issues requiring urgent attention are immediately identifiable from the research.

- 1) **Improve management at all levels of the system**
- 2) **Change job descriptions for inspectors**
- 3) **Revise the promotion system**
- 4) **Reduce workloads for teachers through better division of labour**
- 5) **Offer more school-level staff development opportunities**

6) Better housing conditions, rewards and incentives

**B) Teachers' voices as stakeholders in decision-making**

1) Better co-ordination of teachers' voices

2) Pilot study on motivation and performance

3) Carry out a cost benefit analysis study

**C) Teacher motivation as a manifestation of problems within the education system**

1) Co-ordination of Government and donor plans on education

2) Introduce better monitoring systems for financial management and administration

3) More funding needed at all levels for management and training

4) Better funding for teachers terms and conditions

5) Give more autonomy to local or school level

6) Decision-making channels and communication and co-ordination and mechanisms for civil society to be involved.

Teachers should not be seen as mere 'inputs' in the delivery of quality education. To ensure commitment, motivation and high quality classroom performance, teachers' remuneration issues, management and professional support and training must be addressed. Furthermore, it is clear that policy-makers must take account of teacher voice in decision-making and planning to ensure that educational reforms do not founder on the lack of value and support that teachers' feel they receive within the educational system.

**Abbreviations and Acronyms**

**ADB**

Asia Development Bank

<b>AusAID</b>	The Australian Government's Overseas Aid Program
<b>BDA</b>	Boarding Duty Allowances
<b>BOG</b>	Board of Governors
<b>CEC</b>	Churches' Education Council
<b>CSO</b>	Civil Society Organisations
<b>DPM</b>	Department of Personnel Management
<b>EU</b>	European Union
<b>HDA</b>	Higher Duty Allowance
<b>JICA</b>	Japanese International Cooperation Agency
<b>NDOE</b>	National Department of Education
<b>NEP</b>	National Education Plan (a and b) 1995-2004
<b>NGO</b>	Non Governmental Organisation
<b>NIST</b>	National In-service Training
<b>NRI</b>	National Research Institute
<b>PEA</b>	Provincial Education Advisor
<b>PEB</b>	Provincial Education Board
<b>PEO</b>	Provincial Education Office
<b>PIST</b>	Provincial In-service Training
<b>PNGTA</b>	Papua New Guinea Teachers' Association
<b>POM</b>	Port Moresby
<b>RDA</b>	Rural Disadvantage Allowance
<b>SDU</b>	Staff Development Unit
<b>SPA</b>	Senior Professional Advisor
<b>TLMs</b>	Teaching and Learning Materials
<b>TSC</b>	Teaching Service Commission
<b>VSO</b>	Voluntary Service Overseas

**‘The big educational project of many developing countries, in the next decade or so, is involving wholesale change on a level quite unprecedented in those countries. The successful management of this change is therefore crucial. However, this cannot be undertaken without a clear understanding of the reaction of the professionals to changes in their work and the heightened expectations being made of them.’** DFID Education Paper: Roger M. Garrett, Graduate School of Education, University of Bristol

## **Introduction**

The **‘Valuing Teachers’** research initiative in Papua New Guinea carried out by VSO in February and March 2002 set out to discover what the level of teacher motivation was and to identify the critical factors influencing this. This report has been prepared in order to inform policy-makers about what can be done to remedy the demotivating factors that could now, or in the future, have a negative impact on teacher performance. As outlined throughout this report, often it is the implementation of the policies rather than necessarily the policies themselves where change needs to occur.

This research report is aimed at all key stakeholders related to the education system in PNG. This includes teachers, Government Ministers, officers of the National Department of Education (NDOE), donors and Associations and Councils related to teacher affairs.

The findings of this report, along with other country specific reports, will form the basis VSO’s international advocacy initiative, ‘Valuing Teachers’. A VSO Position Paper on teachers will be published in September 2002. Both this report and the international report will be used as a basis for engagement with policy-makers at national and international levels.

## **Teacher motivation and performance: current thinking and the PNG context**

In all education systems the performance of teachers is one of a handful of key factors influencing school effectiveness. VSO’s experience bears out research that indicates that it is even more important in developing countries, where teachers are often the major learning resource. Yet, despite the huge proportion of some education budgets spent on teacher salaries, teaching quality is variable. The reasons for this are clearly complex. Research suggests that teachers’ motivation is a significant factor affecting their performance and that current policy trends have not taken sufficient account of this. Nor have adequate studies been carried out into the factors affecting teachers’ motivation in their daily lives in many countries. Yet if teachers are the deliverers of education they must also be seen as partners and stakeholders in planning and implementing change in education systems. To ensure that can fulfil this role, an informed understanding of their perspectives on their lives and work is essential.

As the OECD/UNESCO publication *‘Teachers for Tomorrow’s Schools’* (2001) observes:

**‘More information is needed about how teachers themselves view their profession and its demands and incentives, particularly at the classroom level.’**

There is already a mature discourse on the subject of teachers’ terms and conditions in Papua New Guinea. The well known, and often cited, *‘Last In Line: Teachers’ Value Work Study’* commissioned by the PNG Teachers’ Association (PNGTA) and carried out by the National Research Institute (NRI) looked at this subject in depth. This study contained fifty-four recommendations for policy change, mainly, though not exclusively focusing on teachers’ remuneration package. This is clearly a lot to ask of any government and begs the question of where the priorities for change should be. VSO supports the report and particularly endorses

many of the recommendations presented within the study<sup>1</sup>; but aims here to take a more open-ended or holistic approach to the subject of teachers' motivation and performance, looking beyond salaries and conditions without negating the huge importance that needs to be afforded to these.

### **VSO's research and policy initiative on teacher motivation in Papua New Guinea**

VSO's research set out to explore in depth, the causes and effects of varying levels of teacher motivation and performance amongst high and secondary school teachers in Papua New Guinea (PNG). Using a range of surveys and participatory approaches (see Appendix 1), the research sought answers to the following questions:

- What is the level of teacher motivation in PNG?
- What are the critical factors influencing teacher motivation in Papua New Guinea and why?
- What policy or implementation changes, if any, are required to enhance teacher motivation?

The primary objective of this research was to gather views of teachers in order to feed them into education decision-making in PNG. A further objective was to identify opportunities for on-going dialogue between the VSO PNG programme office and key stakeholders to ensure that changes in policy and practice do occur where deemed necessary.

VSO, an international development agency, has been providing teachers and other volunteers for the education sector in Papua New Guinea for 40 years, is well placed to make a significant contribution to the understanding of the problems that teachers face. Volunteers work at local school level and see first-hand the issues affecting teachers. VSO is therefore in a unique position to facilitate the process leading to the identification and implementation of possible solutions. One further reason for VSO's interest is the ambition that there will eventually be less need for VSO volunteers to teach in rural and hardship schools where national teachers don't currently want to take up posts through better availability of national teachers to take up of these positions. This nationalising of the teacher workforce is also one of the aims laid down in the PNG National Education Plan 1995 – 2002.

VSO recognises that teachers are not a homogenous group but over the course of the research it became extremely clear that there are some common themes and issues that emerged about which teachers feel particularly strongly. Unsurprisingly, it is not just one discrete factor that is affecting teachers' motivation and morale but a complex interplay of issues. All teachers spoken to expressed their appreciation for being able to talk about the areas affecting them as teachers because, with the exception of the PNGTA, they do not feel anyone is listening to them as a professional group. The issues that they identified as important fall into broad themes as follows:

- **Lack of voice in decisions affecting them**
- **Poor administration and management**
- **Teachers don't feel enabled to perform well through over work and lack of staff development**
- **Teachers don't feel justly compensated, incentivised or given fair conditions**

It is issues relating to these themes that teachers feel have either a positive or negative affect on their motivation and in the majority, they say, their performance. How much motivation affects performance is a difficult area to untangle but all teachers spoken to in PNG felt that there was a very strong link between the two and that if the issues that they felt were negatively impacting

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<sup>1</sup> The recommendations from the report that VSO particularly endorses are as follows (see appendices for the text of these recommendations): 1, 2, 4, 6, 8, 10, 11, 13,14,15, 18,21, 22, 26, 27, 28, 29, 30, 31, 34, 35, 40, 43, 50.

on their motivation were improved, the education system would be substantially more successful overall.

Currently the motivation of high and secondary school teachers in PNG is fragile. This means that they are not yet at the same stage as a number of other countries where VSO works, such as Zambia, where the motivation of teachers is in 'severe decline'. In such countries, teacher absenteeism is commonplace and the quality of education has declined to the point where community confidence in education is reaching breaking point: student enrolment has gone down and drop out rates are rising. Although PNG is by no means at this point, it is still not a reason for complacency and means that now is the time to ensure that teachers' motivation does not deteriorate further, leading to possible bad impacts on performance and quality of teaching.

The research was carried out over a period of five weeks spanning eight provinces (Morobe, Central, West New Britain, East New Britain, Madang, Eastern Highlands, West Highlands and Sandaun). The methodology used by the researcher combined both mixed and, where possible, gender disaggregated focus groups with teachers, one to one semi-structured and open interviews with head teachers and other informants, including VSO volunteers, at school level (see appendices for list of schools where focus group discussions were carried out). One to one semi-structured interviews were also held with provisional and national education officials. Other research methods used were questionnaires given out to all participants of the focus groups and a scale for the teacher participants to mark their motivation against performance.

A total of 45 national teachers were consulted (17 females teachers, 28 males) along with ten 1:1 interviews with head-masters, principals or their deputies<sup>2</sup>, 22 key stakeholder interviews and one large focus group meeting made up of 23 participants from the Department of Education, the Papua New Guinean Teachers' Association (PNGTA) and the Teachers Service Commission (TSC).

### **Who are the teachers?**

As emphasised above, there isn't a 'typical' teacher in Papua New Guinea. As in any other country, there is an infinite variation of people who go into teaching as a profession. It is possible however to generalise to a certain degree: there are those for whom the dedication and belief in the teaching profession is paramount and this outweighs any focus on incentives; there are those who are still dedicated to the job but need better incentives and conditions without which they could begin to feel demoralised and frustrated and may eventually leave the profession who:

**“...if conditions are made better, then old teachers will be happy and new ones will stay.”** Teacher, secondary school

Finally, there are those who had never intended to go into teaching but due to the bad economic climate and lack of other job opportunities have gone into the profession as a last resort – they 'end up' as teachers – and as soon as an opportunity arises they believe they will choose to leave the profession.<sup>3</sup> The second group makes up the bulk of teachers in Papua New Guinea. Teachers who position themselves within the latter two groups did say that if the situation for teachers were noticeably improved in the areas that they highlight, then teacher attrition rates would undoubtedly go down. This is important, as training teachers who then leave the profession is waste of already scarce funding. Such changes would, furthermore, make it be easier to attract qualified graduates into the profession and retain them. All of this is aside

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<sup>2</sup>Different terminology is used for different types of schools; high schools have head-teachers; secondary schools have principals. For ease of reference, both will be referred to as head-teachers in this report. Collectively, senior staff in the school are referred to as management and/or administration

<sup>3</sup> After the introduction of education reforms in 1987, there was a need for teachers so a huge recruitment drive of university graduates ( science, commerce and business studies) was launched in order to fill teaching positions.

from the effect that better motivation would have on their actual teaching performance in the classroom. Teachers correctly pointed out how important retention of teachers in the education system was for the reforms laid out in the National Education Plan to be a success.

### **Specific context of the field research**

In Papua New Guinea, there are huge differences between schools in rural and remote areas, particularly those in less developed and even more resource-poor provinces, compared to those in urban areas; both in physical and operational facilities<sup>4</sup>. Disparities are also obvious between government and church schools where the extra help in funding from church agencies has an evident effect on the general teaching facilities and operations, and on the equipment.<sup>5</sup> The researcher was informed that donors tended to support church agency schools as these schools are already better resourced than many rural government schools even before the additional funding. There is a general perception that the church agency schools are better managed compared with the regular government-run schools.

This report is mainly concerned with the remote and rural schools because it is there that the problems are undoubtedly the most serious, and because VSO in its development strategy both aims and already has lots of experience of working with the disadvantaged.

For the average teacher in a remote, rural school, the difficulties are endless. These range from the very poor condition of teacher housing (if available) where there is no running water in the house and limited or no supply of electricity or gas. It is self-evident that housing conditions are very important to a teacher's life and motivation especially when, as is common in PNG, they are far away from their home areas. In these regions, frequently the cost of living is extremely high due to the need to transport the food by expensive air travel, meaning that the basics such as tuna fish and rice can cost as much as four times as that in urban areas. Often the only reliable form of transport out of the area is by foot, as boat or air transport if available is far too expensive for a teacher on his or her wage. This makes all communication difficult and this causes problems for teachers' ability to attend to vital personal administration such as collecting their salaries and entitlements. Those teachers who are working in areas away from their home villages therefore rely on a government home leave allowance in order to be able to afford to spend time back with their families and communities ('wantoks')<sup>6</sup>.

Most services, such as health centres, primary schools, banks and shops, are either limited or non-existent. Teachers, often the main wage earners within their wantok, are under huge pressure to remit money back to their villages. This creates a great burden of responsibility and stress even outside their day-to-day teaching lives, because the reality is that teachers are often constantly on credit from the school stores. This means that when the pay does arrive, the teacher's balance only goes back to zero. This prevents the teachers from fulfilling their responsibilities to their wantoks. Many teachers are among the first generation from their family group or village to have progressed through higher education and secured salaried posts. They carry the weight of responsibility and demands that this brings. They are not able, as with other better paid professions, to supply money to their wantoks, and so many have to attempt to share other aspects of what they have gained in education and experience – thus making teachers important advocates for the need for education and communities to remain closely supportive of each other.

The working conditions are also poor. There is frequently a dramatic lack of teaching and learning materials in the schools. Many cases classrooms are dilapidated with leaking roofs and broken windows, classes are cramped and there are barely blackboards or desks. Added to this

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<sup>4</sup> Physical facilities refer to buildings, classrooms, locations; while the operations refer to office equipment, teachers, transport, funding, and teacher and learning materials (TLMs).

<sup>6</sup> The wantok system is a general term used to denote not only shared clan but also extends to broader context such as professional friends, tribal clan members as well as 'other people one knows'.

there are often not enough staff to fulfil the teaching duties, which creates extra work along with more multi-grade teaching for teachers in post.

The education officials who are expected to make visits to the schools (in-service coordinators and secondary school inspectors) do not make enough and therefore teachers feel neglected within the education system. They perceive themselves as isolated from the changes taking place within national reforms, and inadequately compensated and unacknowledged for the often tireless effort that most put into their teaching and other duties in difficult circumstances.

**“ One of the main hurdles for teachers is related to the lack of support from provincial and national education department staff.”** VSO teacher, high school

Access to professional development is limited. Teachers want and expect the opportunity to renew and upgrade their skills through full-time courses at teacher training institutes. However, places are limited and are, for the foreseeable future, likely to remain so. More worryingly, the shorter courses that are supposed to take place at provincial or school level are not taking place. This leaves teachers feeling unsupported and aggrieved.

At present many teachers believe there are no means to access staff development or up-grading training courses. They also suspect, as do many teachers in urban schools, that the system is mired with nepotism and favoritism on grounds of shared clan, (known as the ‘wantok system’) resulting in lack of transparency and accountability.

Female teachers have the additional burden of their gender-specific roles in the households on top of already heavy teacher workloads. In a male-dominated society, women feel this is not accounted for, and with fewer women in senior positions in the education system, they perceive that they are discriminated against when it comes to training and promotional possibilities.

Despite this long list of problems associated mainly, but not exclusively, with rural or remote schools, teachers do say that there are definitely positive aspects of working in rural areas. These, they say, come down to the respect and status they receive from the local communities. The students are perceived generally to be more willing to focus on their studies and to be harder-working than those in urban areas, the environment is normally peaceful and they can be given senior teachers’ responsibility, which is good experience for future promotions. However, most teachers say that benefits don’t outweigh the negatives without more compensation and teachers feel that their basic needs and conditions are not being met and they are not offered adequate incentives to work in these circumstances. This is perceived to be a particularly unjust situation in light of their large and complex workloads and the expectations placed on them by the education reforms.

### **Political commitment to education and reforms**

The education reforms are ambitious but there can be no doubt for anyone who is observing the changes that the government of PNG is very committed to education. The reforms are seen by the majority of stakeholders to be positive in policies and documents, but it is imperative that the implementation is carried out in a coordinated manner, that the changes are communicated well to all levels in the system and the appropriate measures are taken to ensure that they are a success. This co-ordination is important not just for staff within the education system but also between different donors, the government and the National Department of Education (NDOE).

Donors such as Ausaid, EU, ADB and JICA have taken on huge responsibilities to design and fund a large number of education programmes throughout the country. This in many cases has brought in vital capital, necessary for the reforms to be a success. However, this is an area where co-ordination and communication seems to be lacking. Donors do not always consider the strategies of the PNG government, or the realities of the PNG context. Some informants commented that this led to the launch of many vertical programmes taking place in a vacuum. In the absence of proper coordination and channels of communication between donors, government, and teachers, it is clear that some inappropriate or ineffective programmes are developed. The result is that there is a feeling by key stakeholders that innovations are floundering. As one senior member of staff at Goroka University said:

**“The reforms are going in the right direction but they have put the cart before the horse. Schools need to have chalk and dusters before they can implement new ideas and methods. Teachers are working in very tense situations and this makes them frustrated and unhappy.”** Dr James K. Yoko, ex- Acting Head of Curriculum and Teaching, Goroka University

It seems probable that had teachers themselves been consulted throughout the various process this would be far less likely to be the case.

At the time of this research, the PNG government had recently announced that user fees and other associated costs of education should be lifted. VSO supports the principle of provision of free education but only when the Government treasury can sustain it financially without having to reduce substantially the budgets from other education department divisions in order to subsidise this. This policy, which was described as a **‘knee-jerk reaction’** by one key stakeholder informant, has evidently had a negative impact on the NDOE’s ability to manage the education system as a whole.<sup>8</sup> The whole education system suffers from chronic under-funding so there is a lack of capital to carry out the reform policies. The result of this then leads back to the demotivation and demoralisation of teachers and the associated negative impact on performance as described later in this report. Because teachers still feel, 3 years on from the *‘Last In Line: Teacher Work Value Study’* (PNGTA/NRI, 1999) report that they remain last in line and that the system is failing them and their students.

The report presents an analysis of some key issues affecting teacher morale in today’s Papua New Guinea. It will not concentrate on teacher remuneration packages per se, partly because this is a matter for collective bargaining between teacher unions and government; and partly because VSO felt that its contribution to the body of knowledge on teachers in PNG would be more appropriately focused on other contextual factors.

In the main body of the report, each chapter examines one priority area identified by teachers themselves, highlighting the depth and nature of their concern and the current and projected impact on their motivation and performance. Each chapter then also briefly examines the policy commitments pertinent to the issue (if indeed they exist) and offers a view as to their relevance and efficacy. Finally, the discussion and conclusions chapter summarises the findings and puts forward recommendations, categorised into three main areas: priorities for action; teacher voice in decision-making; reflections on the education system in PNG.

As mentioned above, this research has enabled VSO to develop a holistic understanding of factors having a negative and positive impact on High and Secondary school teacher motivation and morale in Papua New Guinea. It has also provided a valuable insight into an education system on which many hopes and dreams for the future of the nation currently depend.

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<sup>8</sup> At the time of writing, this was an election platform of the current ruling party to stay in power. It still remains to be seen whether this policy of free education will endure whether the current recent ruling party stays in party or not - at the time of the writing of this report PNG was going to the poll.



## **Chapter One: School-based support, management and training.**

**“If management are okay, we are okay.”** Male  
teacher, high school

### **The problem: Teachers feel unsupported in their welfare and training needs.**

One of the overriding factors that teachers cited as affecting their motivation and morale was in relation to the quality of management support they felt they were receiving in their daily lives at school. This had negative impacts in a number of areas such as:

- The general welfare of teachers, particularly securing adequate housing and healthcare
- A feeling that unfair decisions were made by administration such as promotion
- Disorganisation in getting the teaching and learning materials (TLMs) needed for teaching
- Lack of praise or encouragement by senior office staff
- Lack of support in getting entitlements owed to them
- Lack of support to access staff development or up-grading courses

### **Welfare**

In general, the teachers feel they are not listened to either by superiors at school level or when dealing with the provincial education offices (PEO). There is a strong sense, particularly in the more rural schools, that stringent expectations are placed on teachers to work hard in harsh conditions, with extended working hours *and* to be committed to improving student examination results, without enough support being given for their own needs. No one, it appears to them, is actually sitting down with teachers to hear their viewpoints. They feel that requests for help are not responded to either at school level or above, and that if a teacher does try to meet with someone in the PEO that there is either no one there to see them or they just get passed around from one office to another. This all leads to a feeling of disempowerment and hopelessness.

The majority of people within the education system to whom the researcher spoke do appear to be aware of the neglect of teachers' needs. One inspector said that if the welfare of teachers is not taken care of then, from his viewpoint as an inspector, he could see how it does affect a teacher's motivation and he believes that the problems will stay...

**“...unless we start tackling them...A teacher who is a happy teacher will teach well and a happy school is a good school”.** Luke Maiyu,  
Secondary Inspector, Vanimu

But teachers feel that nothing is being done about their situation and that they are reliant on the efficiency of other staff within the education system who, they believe, aren't carrying out their assigned roles for them.

The perception of a lack of support extends above teachers at classroom level to school level. One headmaster confirmed the view that it is the duty of the head in any school to make the difference for the teachers. He felt personally that despite the problems that teachers face in dealing with the delays in payment of entitlements and allowances, the low salary levels and often poor housing conditions, it is the head-teacher and administration staff of the school that can make the difference in a teacher's motivation; that it is his or her responsibility to create good relationships with the staff of the school and to build their teachers' morale. This definitely appeared to be the case in a comparison of the schools seen by the researcher. This motivational aspect of management can even, according to one group of female teachers, boil down to being given simple things such as:

**“...little treats like coffee or orange juice at break or after meetings, or torches for women for the darkness.”** Female teacher high school

In this case obviously it is not the orange juice per se that is important, rather the style of management that recognises that teachers need to feel valued. Many times it was said that even small steps such as these could be just enough to make teachers feel respected by their own immediate superiors. And as one headmaster reported:

**“...the incentive is from the Headmaster – if there is a problem within the school it is the teacher and/ or headmaster; so the headmaster is so important...students and teachers must feel there is a headmaster and deputy headmaster who is willing to *listen* to them.”** Deputy headmaster, high school

A group of women teachers also voiced concerns about the lack of women at any senior levels throughout the education system. They conceded that this is perhaps partly due to women not applying for the positions but mainly due to the unfairness in appointments:

**“The criteria for the appointments is supposedly being good at the job but society is male-dominated. The policy says equal participation of women...but the implementation is not there.”** Female teacher, high school

#### **Training of head-teachers and teachers**

There is a general feeling amongst teachers that in order to be successful in this area it is important that the head should be promoted up the teaching levels from the classroom. It is also necessary, other than with exceptional individuals, to provide adequate management training for the role - both to be good administrators, financial managers and in people management. Head-teachers themselves backed this view. Speaking from personal experience, one head explained how difficult it is to work in the management or administration side of the school without proper training:

**“I didn’t get training for this and it would make for more confidence, otherwise I don’t feel I know whether what I am doing is right or the correct method...the way in which I do things is according to what I have observed from other Deputy Headmasters.”** Deputy headmaster, high school

He then went on to say that he felt management training would help his performance as a deputy. According to the teachers’ views this training would need to incorporate learning about positive approaches to managing a team, planning and budgeting skills, principles of supportive and motivational management and better information sharing. Apparently according to one informant (who had already left teaching due to the problems outlined in this report) heads do receive some type of management training, and it is generally recognised that proper training is needed, but what is provided is not good enough. As he says:

**“If the school is run down, we don’t blame the current headmaster, it comes from before or more from Central Office – the headmaster is trying his or her best but has been appointed to be head from Central Office...so headmaster should not just be picked by someone saying ‘you are the headmaster of this school’ – that person should have been identified some years before and done training.”** Male ex-teacher, Port Moresby

It was reported that there used to be a system of mentoring whereby deputy heads of schools were ‘mentored’ by the school head as a way of training ‘on the job’. The heads who

experienced this said they found it useful in giving them the confidence and skills to take on the role of head-teacher successfully when the time came<sup>9</sup>. This was the case in one of the high schools visited by the researcher where one head said that the reason he felt he was able to be a good head and administrator was due to the amount of support and management training he himself had received from a previous well-trained head and administrator. The success of this system was evident in the reports from the teachers themselves.

Teachers undoubtedly support the view that good management is key:

**“...it’s administration that provides the support to counteract the other factors...any success rates from the school come back to the administration at the school level.”** Male teacher, secondary school

Another teacher who was soon to retire from a school in the same province was also adamant that training and support do result in helping a teacher’s motivation that then positively affect the performance levels:

**“A motivated teacher will give 200% more.”** Male teacher, secondary school

This link was expressed by all respondent teachers. It carries a strong message. The impression from one group of teachers was that, in the right conditions – as in their particular school – the positive results felt by teachers will mean it will become much more possible to attract teachers or other skilled people into the profession and keep them in their jobs. They feel that this in itself should be a strong message for the government to realise especially under the new education reforms; that the government needs to focus on improving motivation levels among teachers for retention and commitment of teachers. This impression was borne out from observing one exceptional school where, despite not having any better salaries or allowances compared to their colleagues in other schools, the teachers say that they felt supported and encouraged which in turn made them willing to keep their discontent about teachers’ terms and conditions out of the classroom. So the picture emerging is that teacher motivation in PNG is not just about pay alone. Of course, better pay would help significantly, but teacher motivation is affected by a range of complex factors surrounding the effective management of teachers.

**What makes a good manager in the eyes of teachers?**

- **Transparency in financial accounting**
- **Transparency in decision-making**
- **Supportive Management of Teachers and their needs – incentives/ praise/ advice/ listening to and respecting teachers views**
- **Good organisational planning**
- **Hard-working role models**
- **Good managers of information and consultations**
- **Delivering or accessing professional development opportunities for their teachers**

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<sup>9</sup> There are no actual specifications in the Headmasters’ responsibilities to train designated staff to become deputies or head teachers.

In the absence of supportive management, and in a situation where favouritism and nepotism prevails, teachers end up feeling that they have no avenues through which they can communicate their grievances. The PNGTA, one possible channel, does not have offices in the provinces.

It is clear that just as head teachers' training needs have been neglected, so too have the needs of teachers. Teachers, quite justifiably, have expectations that they will be supported to renew and refresh their professional practice but as noted previously, places for further training courses are both scarce and under-funded. Regrettably, it appears that school-based in-service training – arguably more important to maintain and broaden teachers' skills – is taking place far less frequently than in the past. This could be due, in part, to lack of head teacher capability, but also a result of the failure of appointed national and provincial staff to fulfil their training remits.<sup>10</sup>

Although the National Education Plan (NEP) acknowledges the need for management training and says that the Staff Development Unit (SDU) will ensure appropriate training programmes relating to: **“..in-house courses to improve efficiency in management of the system;”** it is not clear whether this refers to any specific management training for head-teachers and school level administrators. The NEP does say however that the system will:

**“...implement significant co-operative projects with stakeholders, such as providing training for schools’ Boards...”** p.94 PNG National Education Plan volume (1995-2004)

This is definitely a step in the right direction as the boards of governors (BOGs) have a large role to play in the management of the schools. However, it still doesn't clarify or even make a specific point relating to what type of training or capacity building will be available specifically for head-teachers.

The plan does however, under the chapter on staff development, have high and commendable hopes for staff development with activities designed to impact on:

**“...the promotion of action learning from which specific organisations training programs will be developed in management and administration...”** PNG National Education Plan volume (1995-2004)

The beneficiaries who have been pinpointed for this are said to be teachers, inspectors, trainers of trainers and education managers at all levels<sup>11</sup>. However, the success of this will depend on whether those involved in the training programme design have sufficient understanding of participatory approaches to training and whether a comprehensive and participatory needs analysis was carried out in order to inform these training programmes. Regrettably, no one the researcher spoke to had themselves, or knew of anyone, who had been consulted or asked to contribute feedback on what teachers felt their training needs to be. Further, the impression gained from the schools is that not nearly enough of the training under responsibility of the SDU is actually available for head-teachers or their staff; even though the national system sets out requirements for a preliminary/induction week at the start of the school year and a national in-service week (NIST) in another week during the year. However according to the majority of those spoken to by the researcher, the general quality and quantity of in-service and

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<sup>10</sup> This trend, it has been suggested by various informants, is aggravated by the fact that some of the funding which the Staff Development Unit (SDU) might wish to access, is currently being used by Donor agencies to bring in expensive consultants from outside the country. There is a risk therefore that, instead of building the capacity of national officers, including teachers, too much aid is still being spent on these expensive consultants.

<sup>11</sup> It is the role of the Provincial in-service co-ordinators to make need assessments for training and to organise specific training for teachers. The scheduled PIST and NIST in the education calendars are not however dedicatedly carried out.

professional development in schools needs to vastly improve. This was a point felt not only by the headteachers but also strongly by the teachers themselves.<sup>12</sup>

As the majority of school administrators and heads don't feel they are getting enough support themselves, some informers felt this is a role that could be carried out by an extended and better funded cadre of inspectors in their capacity as school level advisors on institutional support and teachers' professional development. Their opinion was that if inspectors could give in-service management training, then this in turn would have a positive impact on teachers' daily lives, because head-teachers would be able both to motivate staff at school level, and better represent their interests to higher levels within the education system and the teachers would feel like they were getting the training that they feel they need not only to perform better but also to feel valued and supported in their work.

**“Policy-makers need to take in the fact that teachers need support.”**  
Curriculum Development Officer, Port Moresby

One policy option is to implement a system whereby teachers who want to go down the administration and management career route are identified in advance of their appointment in order to receive appropriate training and sign contracts to this end for guaranteed length of service. It should however be noted that other teachers, who are not interested in the management and administrative roles, need to be able to get a pay rise and promotions whilst remaining as classroom teachers. This is also a comment made by the Teaching Service Commission in their response to recommendation 13 of the “Last In Line: Teacher Work Value Study” (PNGTA/NRI 1999):

**“Make teachers happy to remain in teaching rather than transferring...Make it possible for good teachers to remain as teachers without being forced to take up private sector jobs to gain a salary increase”** TSC

One immediately apparent implication of increasing the role of inspectors in supporting head-teacher professional development is a corresponding need to reduce the very large remit of inspectors and to increase their numbers in the system so they have more time to focus on training and support at school level. This theme will be further examined in chapter 4.

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<sup>12</sup> This is perhaps unsurprising considering that at present, as the NEP acknowledges, there are less than twenty SDU staff who manage the in-service training of some 20,000 personnel in the NDOE and this is one of many of the under funded divisions of the NDOE.

## Chapter 2 – Decentralisation and administration of teacher benefits and salaries

**“If management recognise these [teachers’] efforts and if the agreed allowances are paid on time then most teachers keep cheerful even with quite excessive hours. Poor and insensitive management and non-receipt of dues drains people quickly.”** Peter Cradock, VSO Curriculum Development Officer, Port Moresby

**Problem: The bureaucracy of the system means that teachers find it impossible to access benefits, allowances and entitlements.**

The response of the vast majority of the teachers interviewed over the course of the research identified **‘timely processing of salaries and benefits’** as a priority issue affecting their motivation and performance.

Amazingly, it was reported that there are a total of 13 different types of allowances or entitlements that teachers may be eligible for on top of their basic salary. These are meant to be either paid fortnightly or yearly. In order to access the allowances that are due to them, teachers are required to fill out the relevant forms and submit to the specific section of the Education Department. The allowances should then be deposited into the bank. The problem is that in reality the teachers spoken to feel, in the main, incredibly frustrated by knowing that they have a right to get these allowances or entitlements but in most cases they are not receiving them within a reasonable timeframe, if at all. This is not particularly surprising considering the huge bureaucratic task involved in administering these successfully to all the teachers in PNG. Typically, when teachers do receive them, it is only after long delays (anything from months to several years) and investing effort and personal costs in chasing them up. This is exacerbated by the fact that teachers feel that only in exceptional circumstances do they feel that anyone is actually taking up their cause or listening to them.

Claims for allowances are frequently left open or unsigned and then when teachers realise that they haven’t been paid they spend their own personal money to pay the travel costs into the provincial centres or Port Moresby to try to sort out their claims. One example of this involved three teachers who had recently, at the time of the research, gone to Port Moresby from a very remote school. They spent more than a month trying to claim their backdated allowances, so that in the end it cost them more than the total amount that they were owed to start with.<sup>13</sup>

**“...the things that would drive me out of the profession would be the problems with the allowances and entitlements...”** Teacher and administrator, secondary school

This is one of the reasons, voiced by teachers, for why their colleagues leave the profession or keep a look out for other job opportunities. As one informant felt in relation to the form filling and lack of payment of entitlements:

**“...it is these things on top of the salary, these extras, that make the difference and what keep teachers; and that without these teachers will go due to all the frustrations...they are just tired...”** Administrator, secondary school

The VSO volunteers, who see the teachers’ frustrations on a daily basis, corroborate this view.

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<sup>13</sup> One informant told the researcher that there is 50 million kina (10 million pound sterling) owed to the teachers in back-dated pay.

An immediate effect of non-payment that the researcher observed, as in the case of Boarding Duty Allowances (BDA), is that teachers are beginning to refuse to take on the extra responsibilities if they are not paid for the additional time and work on top of already heavy workloads. If this reaction by teachers becomes widespread it will have serious consequences for the running of boarding schools unless measures are taken (see next chapter for further suggestions relating to this problem).

The other allowance that causes a lot of discontent amongst teachers is the Home Leave Allowance, intended to cover the cost of visiting their home village once in 2 years. The non-payment or delays, according to both the teachers and also heads of schools, have a very negative effect on teachers' motivation and even results in them not returning to their schools if they have paid the fares out of their own pocket. If a teacher is not able to go back to their home village for 4 years because he or she cannot afford the fares, as does occur, it is not surprising that this can impact on an individual's motivation. Women teachers appear to be doubly disadvantaged in this regard. One group of female teachers said that they do not get any travel allowance at all if they have husbands working within the education system, even if the females are eligible themselves. (One woman had not received any travel allowance in 26 years of teaching!)

While there is general agreement on the severity of the problem, stakeholders reported a variety of views about from where it originates. Many teachers and head-teachers believe that the blockage occurs at provincial level. On the subject of the Provincial Education Boards and negotiating on what a school requires or is due, one head-teacher said:

**“...either style of trying to negotiate with the PEB, softly or confrontationally, doesn't get anywhere, you don't get anything; you are wasting your time...”** Head teacher, secondary school

Adequate supervision and monitoring of the officers involved with providing the allowances is perceived to be lacking. Teachers feel that they are being constantly scrutinised but that there is not the same level of supervision or monitoring for the relevant public servants of the NDOE either in terms of their efficiency or financial accountability. The teachers think part of the problem is that, in the main, the provincial office staff are not adequately qualified for the job, and often perceive that they have got the positions through nepotism and the wantok system<sup>14</sup>. This is particularly serious for teachers as the Provincial Education Administration positions are viewed as being responsible for much of the teachers' support issues outside school level. This view was echoed by a number of informants:

**“PEOs are eating away at morale. This is a major problem.”**

**“Decentralisation must be accompanied by taking on responsibility. Those to whom power has been decentralised must be trained. This never happened and there is no monitoring.”** PNGTA national officer, Port Moresby

As described earlier, the researcher was told time and again by teachers how difficult it was either to get the money for salaries and reimbursements from the salary section at Waigani in Port Moresby down to the Provinces or to get the cheques distributed from the provincial offices, as one expatriate teacher (not VSO) explained:

**“The pay problems are what affect teachers. The teachers know they themselves are working hard so they get frustrated when they see the**

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<sup>14</sup>Some teachers also felt that as not all the PEO staff had been teachers they could not understand the problems teachers face. They therefore strongly suggested that teachers who have been in the system are better placed to understand and meet the practising teachers' needs.

**paymaster, office staff and senior administrators at national and provincial level not performing.”** Expatriate female teacher, high school

In fact, in one provincial education office, the researcher was told that a PEO was going to Waigani to collect 1.4 million kina worth in reimbursement claims that had not been paid since 1995. It has taken this long because there are no funds to pay PEOs to go to Waigani. The PEO present then told the researcher that there are always problems receiving funds in the provinces and that money doesn't arrive until:

**“...a lot of noise and arguing about services.”** Headteacher, secondary school

It is difficult for the outside observer to judge whether the serious blocks to efficiency occur at national or provincial level. What *is* clear is that the system is complex and unwieldy. National and VSO teachers are of the opinion that communication and coordination structures, procedures and systems need to be dramatically improved to remove delays to payment of salaries and entitlements. It is also self-evident that if there was a good accountable calibre of financial management staff at provincial or even closer to school level, and a good monitoring system in place then there would be more likelihood of teachers getting their pay and entitlements on time.

**“The provincial government system hasn't worked – it has proved to be a drain on cash and is too politicised. It is now a hybrid system and a decision must be taken whether to re-centralise or build capacity to enable it to work better.”** PNGTA national officer, Port Moresby

There doesn't appear to be anything written specifically about policies relating to the administration of entitlements and allowances<sup>15</sup>; or more specifically about giving teachers more voice in relation to these nor about what the levels of accountability will be and what procedures. Reform or simplification of the administration and bureaucracy is necessary but the provinces do not appear to have the calibre or capacity of staff to take on more responsibility. The NEP does acknowledge that there are implementation issues affecting planning and management and writes:

**“...management and planning problems continue to exist. The education system suffers from the fact that policies are not consistently implemented”** PNG National Education Plan volume (1995-2004)

However, the plan doesn't actually clarify what specific measures will ensure that policies will be consistently implemented in the future. There are supposed to be appropriate and suitable training programmes for officers at various management levels to improve their skills and to provide effective and efficient management of the education system but as outlined previously, the teachers feel that this is not happening. And even though administrative and other personnel at national and provincial level will be targeted for increased planning and management supposedly resulting in **'strengthening and enhancement of management efficiency in planning and administration of the education system'**, the question that teachers asked was: while staff are not always appointed on merit, and while there is not an adequate system of accountability, will the implementation of good policies on this subject ever realistically be successful?

It is clear from the accounts of the PNG and VSO teachers who spoke to the researcher, that fairer and more transparent appointments of qualified staff in the offices involved with the administration of entitlements would probably increase both efficiency of the service and the

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<sup>15</sup> According to one informer those policies that are in place are too cumbersome to be effective and teachers are not informed about them, particularly those that have been recently introduced.

confidence of the teaching body in that service. Secondly, as commented on by one VSO teacher, there are too many increments, allowances and entitlements to be administered successfully and efficiently in the current climate. Part of the answer to this problem could be a simplification of the system of teachers' allowances, perhaps by mainstreaming them more into salaries, reducing the numbers of forms that teachers have to fill in and cutting out the different levels of the system that have to approve the forms. There were also suggestions that the fortnightly pay system could become monthly in order to reduce administration.

Another possibility is to bring the budget of the teachers' salary and allowances down nearer to school level so that the head-teacher and school administration, or the BOG, have the responsibility for paying out the salaries and allowances from within the school budget. However, since this seems unlikely to occur in the foreseeable future, the remit of the inspectors and school administration could be changed so that they have more power or authority to get the entitlements from those responsible.

Ideally, however, maximum benefit would probably result from a move towards a two-tiered salary system for rural and urban schools where salaries for teachers in rural schools include a heavy incentive, streamlining all or most of the allowances into the salary. This would obviously require more financial management capabilities and transparency systems at school level as has been noted in Chapter 1.

### Chapter 3 – Workload

“...used as ‘jack of all trades’ – i.e. as security, councillors, policemen, work parade supervisors, mess management, dormitory managers etc. which means that all these other jobs take away from all the school work – the focus is always being taken away from the teaching with no extra money and this affects our performance.” Male teacher, high school

**Problem statement: Teachers have a heavy teaching workload but they also have numerous other duties that they are expected to carry out, taking time away from teaching.**

During the course of the research, one resounding view that came across from the teachers was that, despite all the problems that teachers face, one of the factors that does make them feel positive on any typical working day is when they feel they have been able to plan lessons well, that the objectives of the lessons have been achieved, and they can see students perform well. This, they say, raises teachers’ morale and motivation levels. Yet the numerous other duties expected of teachers in secondary schools *along* with the heavy teaching workload leads them to feel as if they are, as highlighted in the quote above, used as jack of all trades, and unable to concentrate on the actual task of teaching.

To highlight this, one teacher gave an example of an ‘on duty’ roster for a typical teacher on boarding duty to highlight their situation:

5.30 am	Wake students up and organise work parade	On duty
6.30 - 7.00 am	Breakfast	On duty
7am – 12pm	Teaching	Teaching
12.00 – 1.00 pm	Lunch	On duty
2.00 – 4.00 pm	Work parade	On duty
4.00 –6.00pm	Misc. duties around school	On duty
6.00 pm	Dinner	On duty
6.30-8.30 pm	Night study supervision	On duty
9.30 pm	Dormitory check	On duty
<b>11pm After last duty finished</b>	Home - prepare school work	
Total hours: <b>17+ hours</b>		

It should be immediately apparent that these duties are additional to the actual task of teaching – which in rural schools is compounded by problems with electricity supply or generators that are either sporadic, or limited. This practical problem prevents teachers from preparing lessons or marking students’ work after dark resulting in teachers not having enough time to focus on their teaching activities. This causes feelings of pressure and frustration. In spite of the fact that not all the extra duties are compulsory, the inadequate basic salary means that many teachers take on additional work in order to gain from the additional allowances. The problem, as outlined in chapter 2, is that the allowances are often paid late or not at all.

In the end teachers feel that they spend more time on non-teaching duties and on form-filling than they do on teaching effectively. This leads to them feeling demoralised when they don’t feel they are performing to the best of the abilities, but also annoyed at their overall workload compared to the pay they get. Despite all this teachers were still described by one VSO teacher as:

“...an amazingly hardworking, competent group of professionals despite difficult conditions and workloads.” VSO teacher, high school

So bearing all this in mind, it is not surprising that when a VSO teacher (who had been working in a remote school for 2 years) was asked what he felt would improve a teacher's performance his reply was:

**“Some of the load should be lightened by prioritising the areas of work and adjusting what is required in the light of shortages or staff etc.”** VSO teacher, high school

The amount of tests and assessments that are imposed on teachers by superiors leads to a further feeling of frustration, particularly when already overworked teachers don't see the use of them for either the students or the teachers. In one school, in the staff room, there were beautifully laid out sheets of graphs of assessments on a pin board. When the researcher asked what the graphs demonstrated one teacher explained that it was a way of supposedly motivating teachers to carry out a certain number of 'internal to the school' class tests per subject area. These assessments were nothing about the quality or pass rates of students, just basically a competition for which subject teachers could carry out the most assessments, regardless of the outcome. Teachers resent such exercises when they feel time pressured already.

One critically important factor that contributes to heavy workloads is the lack of material available to teachers such as teaching aids and efficient or adequate clerical assistance. The haphazard availability of syllabuses and TLMs (teaching and learning materials), the delayed typing or duplicating of work sheets, test papers or curriculum material by clerical staff all adds up to teachers feeling that they are not being supported and that they are not able to perform as well as they could. The frustration at the lack of TLMs or clerical support is also aggravated by the fact that teachers say they are often asked to teach classes in subjects other than the ones they have been trained for. This means that teachers understandably feel they need more of their scarce time to prepare lessons in subjects that they are not able to teach well. Subject coverage they feel, then becomes poor and can result in students not performing well, which then demoralises the teachers still further. As succinctly put by a group of female teachers in one school:

**“Lack of teaching materials leads to teachers not prepared for class - which leads to disobedient students - which leads to lower teacher motivation.”** Female teacher, high school

Other teachers felt frustrated that so much of their time is taken up with non-teaching duties whilst at the same time the system doesn't give teachers the opportunity to develop their *own* materials to teach. Some teachers feel the syllabuses are too restrictive, which was also one of the comments made by a VSO maths teacher. The curriculum requirements from week to week place a lot of added pressure on the teachers, and at the same time reduce their autonomy and opportunities for creativity. Because as one VSO teacher observed:

**“Teachers rarely feel able to initiate curriculum development or advocate teaching method changes - such lack of engagement in professional development adds to the depressed mood...”** VSO teacher, Port Moresby

So, when asked how they feel all these workload problems could be alleviated, the teachers feel the solutions lie in:

- Employing more staff for non-teaching duties i.e. clerical, work parade, guidance, community liaison officer, income-generation officer.
- Improving basic salaries so teachers don't feel they have to take on extra, to make ends meet, and feel more incentivised to carry out a smaller range of duties better.
- Devising duty statements that explain clearly what teachers' roles are, as recommended in Teacher Work Value Study

- Ensuring that there is an adequate supply of TLMs to schools by the first week of the first term each year.

If these recommendations were to be put in place, it would allow teachers to get on with the tasks that they believe they were trained and employed to do - teaching.

**“If teachers cannot perform, how can we expect a high standard in education?”** World Bank Project Coordinator, Port Moresby

## Chapter 4 – Teacher appointments, promotions and inspections

**“The system doesn’t know what different people are doing at each level and how well- this happens year on year. The reforms are looking at this and the documents and policies are in place but these changes need to be made aware at all levels so everyone knows their responsibility...”** Ex-teacher and curriculum development officer, Port Moresby

### **Problem: Appointments and promotions system creates instability and insecurity for teachers and schools**

There appears to be a tendency in Papua New Guinea, particularly for teachers in rural schools, to be constantly applying for new jobs and moving from school to school. This is, clearly, the right of all teachers who want promotion, but in this instance it reflects the deeper malaise outlined in previous chapters. Many teachers want to move out of rural schools where conditions are poor and morale is low. The problem is further exacerbated by the fact that very often teachers are not in a tenured position and therefore feel entitled to seek more security. In rural schools the researcher was told how there are many changes of teachers and head-teachers, which prevents continuity and ownership over performance.

**“When it comes to applying for next year’s posts, those who suffer might leave this place...and find where are the schools with housing etc....”**  
Male teacher, secondary school

**“Teachers are moving around to other schools because conditions are not right.”** Male teacher, secondary school

The difficulty with the frequent movement of teachers between schools however, is that it puts much strain on the school administration for the coordination of teaching timetables and tasks at school level, and on the administrative arrangements between school, province and national education departments. This has a serious knock-on effect for the remaining teachers who are called upon to cover vacant posts, increasing their workload and affecting their morale. Furthermore, the lack of clarity around appointments and promotion is *itself* a source of demoralisation. This situation has a number of policy-related causes, which are examined in the following sections.

### **Tenure**

The teachers report that their contracts are subject to a system of secured tenure for 3 years once a teacher has been approved through the inspections and promotions system and after the Provincial Education Boards (PEB) makes the appointments. The problem with the system as it stands is that tenured teaching positions are held by an individual teacher, rather than attached to a particular post. If a teacher has a tenure and moves to another ‘acting’ position, then the school cannot re-advertise for that position until the tenure time is up because it is officially held by the absent teacher. Within the present system, there are large numbers of teachers in such ‘acting’ positions. Essentially, this means that large numbers of vacancies advertised in the Gazette are in fact already occupied by a non-tenured teacher. This allows the Provincial Education Boards more flexibility to move teachers from the post but leads to a feeling of insecurity for teachers in their posts. Furthermore, teachers say they don’t know whether they will be ‘called up’ again for the same school or be moved often until a day before the new school term.

Many rural schools, which already find it difficult to attract teachers, are left with teacher shortages (particularly at the beginning of the school year), leading to heavier workloads for those in post. Schools are left in the dark about when a replacement will come to the school. For example, in one province, the researcher was told that one remote rural school had only 5 teachers in post for 300 students because the school cannot keep the teachers.

To address these issues, teachers suggested that there could be contracts for teachers so they stay longer in one school. It would be necessary to ensure that a form of incremental promotion could take place within one school, which is the responsibility of that school to administer and approve. This contract would be fixed, but would allow for a teacher to give notice if and when they were offered a definite promotion in another school.

This approach would also require a proper incentive within the salary scale for rural schools and a concerted effort to narrow the gap in the conditions for teachers between rural and urban schools.<sup>16</sup>

### **Promotions**

One sentence in the 'Last In Line: Teachers' Work Value Study' (PNGTA/NRI, 1999) describes clearly one of the problems reported also to the researcher of this report:

**“The ability to move up the promotional ladder is very much affected by the willingness of the teacher to move to a new location and the number of other eligible applicants”.** PNGTA/NRI, 1999

Teachers, like other professionals, are ambitious and tend on the whole to seek out positions with greater responsibility and better financial reward. The problem is that promotion and preferment issues in general appear to the teachers to be mired in inefficiency and a lack of transparency which, they say, definitely affects their motivation after their first few years teaching.

Teachers rely on inspectors' visits in order to be awarded eligibility for promotion. The inspector submits his or her reports to the provincial level and then up to NDOE for decisions. Following this, the list of teachers eligible for promotion is given to the appointing authority to choose from. The teacher *then* has to apply for a vacant position, but won't know until just before the school term begins whether he or she has been selected. If the teacher doesn't get a position within 3 years, he or she loses the eligibility and has to go through the inspection system all over again. Teachers feel that this system creates confusion, lack of stability and poses a particular problem for them and their families particularly when, as is well recognised, inspectors are not able to make the required amount of visits to rural schools for the system to work well.

The system also relies on teachers receiving reliable information on what posts are available. As discussed earlier, this is very rarely the case in the rural schools. Teachers say that there is a need for much better communications about job vacancies. Currently the administrative problems associated with the appraisal of teachers are aggravated by problems with the publication of the Gazette. The publication of the Gazette is frequently delayed, meaning that advertisements for teachers' jobs are out of date, or it contains incorrect information. This can block hundreds of teachers eligible for promotion, leading to unfilled posts. Extensions in eligibility and expiration dates have been awarded to teachers in the past, but actually these problems highlight the complications and difficulties in the current system. Apparently in 1994 the IGD (Inspections and Guidance Division) proposed the abolition of the entire system but the only concession from the Teaching Service Commission (TSC) was the extension of eligibility to 3 years until 2003.

It is worth noting here that the whole of the Inspections and Guidance Division suffers from under-funding<sup>17</sup> There are only 22 secondary inspectors for the whole country, very often with

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<sup>16</sup>The Rural Disadvantage Allowance (RDA) exists to encourage teachers to work in rural areas in order to counterbalance the 'urban drift' of teachers. However, the RDA criteria are felt to be too strict; and many teachers in rural schools voiced concerns about the criteria and how they need to be relaxed to shift the focus from urban schools to rural schools. As it stands, the allowance is not perceived to be, by the teachers spoken to, in any way an adequate recompense to attract teachers to go to the more rural or disadvantaged areas. Simplifying the system of allowances (as recommended in Chapter 2 of this report), would be an opportunity to improve incentives to work in rural schools.

<sup>17</sup> The researcher was told that the 2002 budget for the Inspections and Guidance Division was 11% of the previous financial year.

extremely limited travel budgets, meaning that they are inevitably overstretched. They also have too large a remit to be able to do all aspects of it well. Teachers feel neglected if inspectors, upon whom they rely for promotions and advice are not able to reach their schools. Therefore, there appears to be a need to recruit more inspectors to carry out the roles expected of them. On its own, however, this is probably not an adequate solution as inspectors' remit is still too large.

The 'Last In Line Report' recommends increasing the number of inspectors, but it does not necessarily question the inspectors' specific remits. Perhaps one solution is to transfer responsibility from the inspectors to school management. Under the NEP part of the Education reform processes is supposed to include:

**“...the establishment of a system allowing a greater appraisal role for head-teachers”** PNG National Education Plan volume (1995-2004)

This could alleviate some of the problems associated with the eligibility system. However, it appears that, realistically, there is a general need to simplify or do away with the appraisal-eligibility-reports-promotion system because it is not clear why it is needed at all. Instead, the answer could be to simply advertise available jobs in the Gazette (if this can be published on time) and national newspapers; teachers can then apply with a reference and give notice from old contract on appointment. Inspectors could then concentrate on appraisal for performance-based feedback and general quality control as part of their support to teachers' professional development, something which teachers themselves would find far more rewarding.

## Chapter 5 – Teacher voice

**“There are no bottom-up communications. As a teacher I have not been consulted on anything in 9 years about what teachers feel. They just do it in the top offices and then send it down”.** Male teacher, high school

**Problem: Teachers feel disempowered and yet bear the brunt of delivering educational reforms that they were not consulted on. They feel as if no one is consulting them on policies, that they have lack of autonomy and overall have no voice in decision-making processes.**

The author of this report lost count of the amount of times the informants stressed how happy they were that someone *finally* is asking for their views and experiences as teachers. No one, they say, is actually coming out to ask or consult them, teachers, about what *they* feel, what would help them perform better, or what factors affect *their* motivation or morale as teachers. Nor are they consulted about the management of the education system and the content of the curriculum they are expected to teach, or about their general terms and conditions and how it affects them. They do not feel as if they are viewed or treated as partners in the on-going reforms. Their perception is that there is no two-way process of decision-making and this is leading to demoralised teachers.<sup>18</sup> This is particularly aggravating given that so much is expected of them in terms of implementing the reforms, but they themselves have not been consulted in order to give their experienced view points on what is needed for the reforms to be a success. At the same time, teachers are criticised for problems such as absenteeism or poor results, without being asked why this is happening and what can be done to prevent it.

Teachers also feel that they are not enabled to play a full part in consultations on curriculum content, methods or textbooks. One former teacher gave examples of how much the introduction of the new curriculum creates a lot of extra work for teachers but that they felt they were not consulted or indeed ‘brought on board’ with the changes. Interestingly, a VSO teacher cited that a small number of consultative sessions have taken place but that teachers either did not know about them or were not encouraged to participate.<sup>19</sup> The effect of this is that, as one former teacher now working in the NDOE said when talking about the reforms and the curriculum changes:

**“...the majority of the country is so confused about these changes and no one knows exactly what is going on or who is doing what in the plan...no one knows where we are.”** Former teacher, Port Moresby

Teachers feel that they are the last, if at all, to receive any information about the curriculum reforms let alone having had any say in the content to start with. This is despite the fact that the Secondary Board of Studies, which makes the final recommendations on curriculum, assessment and related matters, has several head-teacher and inspector representatives. There is a question here however about how effectively these representatives disseminate the information obtained

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<sup>18</sup> School senior staff do not always manage information and consultation well. It has been reported that many senior staff (but not those at basic grade) do go out to meetings and receive consultation material but it seems that often they do not share it adequately and consult their ‘front-line’ colleagues.

<sup>19</sup> For example, during 2000, there was an extensive campaign by NDOE to consult on the possible shape and content of the secondary curriculum in PNG. There were at least 4 regional workshops to which teachers were invited to discuss the curriculum, and there were numerous provincial school visits by curriculum officers. Apparently only two completed consultation forms were returned. This raises the question of how teachers can be better enabled to take part in the consultation workshops for areas such as curriculum design and syllabuses. This is particularly relevant in relation to the secondary curriculum, as it is not coming on stream until 2004/2005, when individual syllabuses will be reviewed in detail. It is important that the system of Syllabus Advisory Committees enable teachers to speak their views.

from those meetings back to teachers. Head-teachers in provinces are meant to meet twice per term; this is when new information could be exchanged through better school communications then teachers could become better informed.

Teachers also believe that generally they are not treated with the level of respect due to them and that they are criticised as part of the problem but not part of the solution. This was also the view of VSO teachers:

**“...not consulted on anything, criticised about everything!”**

VSO teacher, secondary school

This definitely does appear to be the case judging by observations made by the researcher over the 5 weeks' research. Teachers were constantly disparaged by officials, as if they were naughty children who needed to be kept in line rather than as important stakeholders in the whole education chain. For example, one officer who was not a teacher, echoing many of his colleagues, was very critical about the levels of teacher absenteeism that he thought were at about 30-35% of the teaching force. He told the researcher that he believed that they were absent:

**“...because the reforms allows them to sort out or go and collect their salaries and allowances... [teachers] sneak out and don't come back to school for 1-2 months.”** Provincial Education Officer

Yet, as has been discussed in detail in other chapters, this is generally for valid or understandable reasons such as the non-payment of allowances. According to the officer above, it is the Board of Governors (BOG) and the secondary school inspectors who are responsible for checking and monitoring if teachers are teaching but that this isn't necessarily happening. However this is not really point. What is the point is that constant monitoring leads teachers to feel that the decision-makers and officers throughout the education system are only interested in teachers as the deliverers of education. Furthermore, often the only time they get any attention from their senior officers is when they are being criticised. When the teachers want to see the same groups of people or try and be included in any decision-making, they find they are not available!

**“...the pot is simmering, its about to boil”** PNGTA Officer, Port Moresby

The teachers say that there are no formal fora or channels for voicing teachers' views other than through the teachers' union - the PNGTA - and possibly the Churches' Education Council, to act as intermediary between the government and teachers. This union they believe is, up to a point, doing what they can to get improved terms and conditions for teachers but there is no guarantee that what they want done will be achieved due to specific problems that the PNGTA experience. Also even though their representations are seen to be relatively good at national level, they are not so effective at provincial level. One specific criticism of the TA voiced by the teachers is its failure to negotiate with the TSC. It was suggested that the TSC and the TA have to be more creative in convening a national body where they join together for joint advocacy on behalf of teachers.

Unless a teacher is a PNGTA member there are no other channels or associations for teachers to voice their views at policy-making level.<sup>21</sup> Teachers acknowledge that in order to get their voices heard they could organise their own association but fear that this would not be recognised. Nor do they believe they are allowed to, according to the rules of the inspectors, the Teaching Service Commission and also teachers' own line managers. In fact they reported that teachers' fora or conferences are actively discouraged, especially if they are seen to criticise policies. Some particularly frustrated teachers made a point of saying how, as a supposed democracy, it should

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<sup>21</sup>The female teachers spoken also felt disadvantaged that there was not many higher- level female administrative staff within the education system as a whole and that there needs to be a means to ensure that the female perspective is represented at all levels of the system

be their right to organise such things as teachers' fora but that for them as teachers, it is like **'an autocracy'**.

Obviously part of this problem is due to the geography of PNG, which makes it difficult to consult with teachers in remote or rural schools. There is also, as pointed out by one VSO teacher, a strong hierarchical structure in the PNG education system. It seems unlikely that this will change in the foreseeable future, so there remains a need to build on and make use of existing networks – the empowering of inspectors would be one example of creative use of current roles. Furthermore, those who responsible for circulating information and seeking responses from teachers should try harder to make the flow more effective and check that they reach the target audiences.

**“I can now see the channels that could have been done during my time as a teacher: more liaising, more close-up communication and regular, daily and consistent communication between the Head Offices and national, provincial, district and individual schools in order to communicate what is happening...”** Former teacher in Port Moresby

NDOE Newsletters, Inspector's Bulletins and Provincial Education Circulars are all part of the flow of information, but there appears to be a need for better monitoring of their dissemination: Where do they stop? Who is responsible for not passing them on? This lack of communication is an important area that needs to be addressed, because a national secondary system cannot exist if a significant proportion of its schools are out of communication most of the time. Teachers will be one beneficiary of improvement in this area, but so too will be the students. Even in situations where it could be argued that teachers could be more proactive in seeking out such information, the questions need to be asked about why they are not being more proactive in accessing this information.

After telling the researcher that there were no avenues for teachers to get their views heard, one group of teachers said that they thought that:

**“..it could be the senior professional advisor or professional advisor's job...”** Female teacher, high school

This highlights that teachers themselves don't know what channels there are for them: either because the channels don't exist or because they are not being used.

The inspectors are one body of officers of the education department who, on the whole, appear to try to fill this role and take what information they can from provincial level up to national level. They do this partly through quarterly reports to the superintendents and also through the annual National Inspectors' Conferences where they are able to propose recommendations and feed back on what they have experienced at school level. However, they have no authority to implement anything. As inspectors are not making the required amount of visits per year to schools (as previously discussed), they are not a reliable avenue for teachers' voices.

The trouble with the absence of a good two-way communication system between teachers and others is that, as teachers said over and over again, they just don't know what is going on at different levels of the government and the Education Department in the areas that affect them. The Last In Line: Teacher Value Work Study (PNGTA/NRI Report) made it very clear that teachers are positioned at the bottom of DOE hierarchy and, with no leverage on decisions made concerning them, they rely on others to communicate issues or to put forward the teachers' viewpoints. One possibility would be for the NDOE to engage in creative use of news media to reach teachers with news of reforms or consultative fora. It was reported that newspapers do reach rural areas and are widely read.

Nothing appears to have been written in the NEP on avenues or ways in which teachers can make an input into the formulation of educational reforms; nor is there anything about on going consultation committees or how teachers specifically can be involved in decision-making bodies. It does acknowledge however that there is: “ **a lack of adequate information bases**” but doesn’t clarify further that or where teachers or heads can give their input or even if they are to be included.

Apparently the implementation decisions and responsibilities for reform are in the hands of the provincial and local authorities and the policy does acknowledge “ **the need for community and church involvement as well as government at district levels**”. However it is silent on where or how teachers’ voices will be heard or consulted on. It is possible that where there is a positive relationship between school and community, this involvement will benefit teachers, but it does not specifically provide for their views to be sought and included.

According to the policy, inspectors, as part of their main activities, are meant to report to the Secretary for Education and to their respective provincial assistant secretaries for education, and advise provincial administrators and national authorities of the activities of the schools they visit and advise generally on appropriate, relevant education. The findings of this report suggest that inspectors could be the best link, if increased in number, for teachers if they were given more authority and weight within the education system. A redefinition of their role to incorporate teacher professional development, and including an explicit mandate to serve as a link between national and school level, would be of great benefit to teachers and the system as a whole.

A number of the ideas listed above may be familiar to the reader of this report and some may argue that they are already in place. It is not so much that the policies should be changed, but rather that the implementation of them, or the realisation of their ambitions, is the problem. Teachers must be informed, enabled and positively encouraged to take up those opportunities that do exist to voice their views and express their needs.

### **Discussion and Conclusions**

The ‘**Valuing Teachers**’ research initiative in Papua New Guinea carried out by VSO in February and March 2002 set out to discover what the level of teacher motivation was and are the critical factors influencing this. This report has been prepared in order to inform policy-makers what can be done to remedy the demotivating factors that could now, or in the future, have a negative impact on teacher performance; however as outlined throughout this report often it is the implementation of the policies rather than necessarily the policies themselves where change needs to occur.

As shown throughout this report teacher motivation is extremely fragile – the vast majority of teachers interviewed are feeling disillusioned with how they believe they are treated as the deliverers of the new education reforms whilst not given adequate recognition as equal participants in the change processes going on throughout the country. At the same time, obviously the support of teachers is vital to the whole process because it depends on teachers’ ability and readiness to implement the changes.

The education system in PNG is at an important crossroads where the morale of teachers could go into decline with concomitant effects on education quality. The situation as it stands could lead to teachers leaving the profession out of mass disillusionment and discontentment at their situation. It could lead to a recruitment crisis, with far less teachers entering the profession to start with. This would obviously lead to problems given the growth in teacher numbers needed for the current reforms. Alternatively, it could lead to the majority of those who stay in the profession showing less and less commitment to the job, many feeling in need of staff

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<sup>22</sup> Community based relevant curriculum programmes have been and continue to be devised but teachers need to feel able to work on these.

development to perform to standard, or teachers missing lessons on the lightest of contexts or staying away from the classroom altogether. The consequent drop in education quality and student learning could then result in higher student drop out rates and dropping enrolment rates – making it increasingly difficult for educational reforms to be a success. This is already the case in some sub-Saharan African countries observed by VSO.

However, this does not need to be the case and if a concerted effort is made by all relevant stakeholders to alleviate some of the problems outlined throughout this report then teachers will be better supported and, as they say themselves, their motivation and morale will undoubtedly improve. They will stay in the profession and feel enabled to perform to the best of their abilities which is, let us remember, *what they say is important to them*. If actions are taken now to put the recommendations as outlined below into practice VSO believes this will go a long way to making the reforms more successful for all concerned - ultimately leading to an education system in PNG that provides relevant, empowering and meaningful education for its citizens<sup>22</sup>.

Eleven major areas for recommendations have been identified, split into 3 distinct themes. They are discussed below, with suggested actions to implement them.

### **A) Priorities for action**

A number of issues requiring urgent attention are immediately identifiable from the research.

#### **1) Improve management at all levels of the system**

The administration and management capacity at all levels of the system needs to be improved at national, provincial and school levels in order for the issues affecting teachers to be addressed.

- Offer more in-service training by inspectors and PEAs of head teachers and administrators
- Create and fund more places on management and administration courses for the capacity building of the officers in these roles.
- All officers must be appointed on merit alone through concise and accountable appointment system based on a nationally agreed set of criteria through human resource management systems.

#### **2) Change job descriptions for inspectors**

The inspectors' job remit is too large at the moment and contains components that, if managed well, could be taken on by school level administrators to allow more time for inspectors to offer training and pedagogic support

- Cut out the appraisal- eligibility- promotion chain part of the inspectors' job responsibility.
- Make inspectors' role more related to in-service training and support for teachers and head-teachers and as conduit for information between national and local for teachers voice and changes in the reforms
- Increase the numbers of inspectors introduced into the system (which will require the allocation of more funds to Inspections and Guidance Division)

#### **3) Revise the promotion system**

The promotion system is too complicated and time-consuming for all involved.

- Give more responsibility to school administration for carrying out teachers' appraisals and recommending promotion.
- Advertise available jobs in the Gazette and national papers for which teachers can apply with a reference from their school head.
- Create incentives and promotions within a school for teachers to stay for longer periods at a time at one school.

#### **4) Reduce workloads for teachers through better division of labour**

Teachers are feeling overworked from the many tasks that are expected of them. They feel they are not given enough time to spend on their teaching responsibilities.

- Employ more staff for non-teaching duties
- Pay teachers more in salaries so they don't feel they have to take on any extra duties on offer to 'make ends meet' (as recommended in the PNGTA/NRI Last In Line Report).
- Ensure schools have appropriate teaching and learning materials at the beginning of the school year.

#### **5) Offer more school-level staff development opportunities**

Teachers feel that they have few opportunities to upgrade their skills

- Provide regular, well focused provincial and school level in-service training programmes, steered by evidence from schools' and inspectors' assessment of learning needs

#### **6) Better housing conditions, rewards and incentives**

Teachers feel that they are working so hard in difficult conditions without adequate compensation, particularly in rural areas, considering the difficulties they have to face:

- Teachers need to be given suitable, adequate and inexpensive housing needs to be available for all teachers<sup>23</sup>
- Offer proper incentives to make it worth teachers' while to work in remote areas.
- Simplify the system of allowances and amalgamate into a two-tiered salary system.

### **B) Teachers' voices as stakeholders in decision-making**

VSO believes that if teachers in PNG were viewed as equal stakeholders in the education system informing policy-decisions about the education system and specifically about the design of the reforms, the problems outlined in this report would not be as pressing as they are at present. Not only are teachers obviously a highly 'literate' group regarding what is working or what changes need to be made, they are also essential stakeholders in the processes and need to be recognised as such. They must be given far greater prominence within the reform processes and in decisions concerning them. This is particularly important if the goal of the education system is to deliver quality education to its citizens and if, as VSO believes, the motivation and morale of teachers is crucial for this to be realised.

#### **1) Better co-ordination of teachers' voices**

If teachers feel strongly about issues concerning them, as they voiced during the research, there must be permanent channels through which teachers' voices, male and female, can be co-ordinated and heard.

- Give PNGTA and TSC a mandate to co-ordinate a joint consultative forum to advise on educational matters as well as teachers' terms and conditions.
- Set up a network to enable teachers in rural areas to communicate their views and take part in the debates. The newspapers and monthly magazines could play a big part in this.
- Establish formal channels of communication within existing system through the inspectors and the PEAs, but also the PNGTA and TSC
- Ensure that teachers are directly represented on all existing education forums, from the BOG to Teaching Service Council.

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<sup>23</sup> As teachers are in the public service housing is not currently a condition of service – this needs to be looked at in order to incentivise teachers.

## **2) Pilot study on motivation and performance**

For those policy-makers who still doubt the link between a teacher's motivation and his or her performance, a pilot study needs to be prepared to show that improving teacher motivation is cost-effective for the government and donors.

## **3) Carry out a cost benefit analysis study**

The cost involved in training teachers through tertiary education is huge, and is wasted if these teachers leave their profession due to the factors outlined in this report.

- TSC and PNGTA should commission a cost-benefit analysis study to assess the costs to the government if teacher attrition rises and the consequent effect on the reforms to inform pay and entitlement issues of teachers.

## **C) Teacher motivation as a manifestation of problems within the education system**

Research on teacher motivation has been a useful way for VSO to look at the education system in PNG. VSO's analysis of the problems that teachers face has highlighted problems inherent within the education system as a whole. A number of the priorities for action imply a need for more and better co-ordinated funding *and* for a review of the way that education planning takes place.

### **1) Co-ordination of government and donor plans on education**

Consultation and advisory committees are imperative to ensure that donor agencies work alongside and in conjunction with government departments so that joint strategies for action are co-ordinated and complementary.

### **2) Introduce better monitoring systems for financial management and administration**

Throughout the course of the research teachers and various officers within the education system suggested that there is not enough monitoring or accountability of finances leaving the treasury or of the competency of staff involved. This has meant that money that is supposed to get to the different offices, especially in remote rural areas, is delayed or blocked. This leads to a perception, possibly accurate in some cases, that funds are being misappropriated.

- There need to be on going procedures to monitor funds through the system, therefore making the problems or blockages easily identifiable for follow-up.
- Training is necessary for these procedures to be successful.

### **3) More funding needed at all levels for management and training<sup>24</sup>**

Feedback from officials in the Staff Development Unit (SDU) made it clear to the researcher that they would like, and had planned, to do more than they can on their allocated budgets. Teachers themselves reported a decline in training opportunities available.

- Allocate more funds to SDU for staff development training throughout the education system.

### **4) Better funding for teachers' terms and conditions**

Many of the problems that teachers talk about are not necessarily due to lack of funds, for example the mismanagement and delays in salaries and allowances. However it appears that there is still a desperate need overall to have far greater funding available to boost teachers' remuneration packages.

- Donors should adjust funding conditions to offer direct budget support for education, including funding recurrent costs such as teacher salaries and allowances.

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<sup>24</sup> Some of the funding which the SDU might wish to access is currently being used by donor agencies to bring in expensive consultant expertise from outside the country. There is a risk, therefore that, instead of building the capacity of national officers, including teachers, too much aid is still spent on externally-sourced consultancies.

### **5) Give more autonomy to local or school level**

There are schools where a successful management team has achieved relative autonomy and good relationships with the community and created a positive working environment. This allows teachers and communities to feel ownership and a stake in their teaching lives.

- Schools need to be given more autonomy and budget control
- There needs to be better co-ordination between schools and local communities for income-generation and decisions which affect schools and communities
- More capacity for income- generation and management at local level by local people.

### **6) Mechanisms for civil society to be involved in decision-making.**

As with teachers, civil society appears to have very little say in the education system of their country in PNG.

- Establish civil society consultation groups to allow communities and individuals, including teachers, to have more say in the education system of their country through NGOs, alliances and networks.

Overall it is important to underline, particularly for those who believe that teachers are a problem within the system, that:

**“If teachers are the problem then they are also the solution.”**

VSO Researcher

## **Appendix 1**

### **Research Methodology**

1. In-country desk-based research: national education plans; budgets; academic papers; DFID or AUSAID sector strategies (some to be done from London). This will provide background context such as levels of qualification amongst teachers, teacher attrition, gender ratios, career structures, distribution of teachers (rural/urban) etc.  
*Provides quantitative background information.*
2. Semi-structured interviews with key informants, to include:
  - a. Ministry of Education officials - national, regional, local
  - b. Teacher Training and support institutions
  - c. CSOs working in education
  - d. INGOs working in education
  - e. Education academics
  - f. Other key players identified by PO
  - g. Teachers and headteachers*Provides overview of key issues*
3. Focus group interviews (6-10) with volunteers' teacher colleagues (gender sensitive). Selection of focus group locations to reflect profile of disadvantage in the country and VSO programme (hopefully one and the same!). Use of participant problem analysis techniques.  
*Provides qualitative and quantitative data (what and why).*
4. In-depth interviews with individual teachers, headteachers, and volunteers.  
*Allows for deeper exploration of 'why' questions.*
5. Questionnaires for all participants (possibly more – all volunteers to select one colleague?).  
*Provides quantitative information. Allows for exploration of sensitive issues e.g. salary levels.*
6. Consult key policy-makers in structured meeting together with PD or appropriate PO.  
*Shares preliminary findings. Allows key players to begin to contribute to development of policy solutions.*

## Appendix 2

### Research parameters

Aims of ‘Valuing Teachers’ research and policy initiative (in order of importance)

1. To change policy and/or practice affecting teachers’ motivation in PNG
2. To contribute to global policy debate in the context of attaining the EFA targets
3. To position VSO as an international development agency

### **Field of investigation for ‘Valuing Teachers’ research in PNG**

The field research will contribute directly to the realisation of the first aim, and indirectly to the realisation of the second two (by providing data for the Valuing Teachers report). Thus the field research process has two main objectives, which determine the field of investigation.

1. To win acceptance that teacher motivation is worthy of consideration, and to demonstrate that insufficient recognition is being given to teachers’ motivation as relevant to quality education

<b>Evidence/information produced</b>	<b>Method of obtaining evidence</b>
Poor teacher motivation has a negative impact on teacher performance.	Primarily gained from secondary sources. Checked through focus groups
Teacher motivation in PNG is poor	Focus groups.
Factors influencing teacher motivation – negative and positive	Focus groups. Semi-structured interviews with informants.

2. To win acceptance that poor teacher motivation can be alleviated by national policy and practice and/or international policy

<b>Evidence/information produced</b>	<b>Method of obtaining evidence</b>
Current policies/implementation plans referring to teachers’ motivation, terms and conditions of service	Desk-based – in UK and PNG. Semi-structured interviews with informants.
Forthcoming policies/implementation plans referring to teachers’ motivation, terms and conditions of service	Semi-structured interviews with informants, especially national level. Policy round-table.
Obstacles/hindrances to better teacher motivation.	Focus groups. Semi-structured interviews with informants (regional <i>and</i> national level).
Possible policy solutions to improve teacher motivation.	Semi-structured interviews with informants. Policy round-table.
Feasibility of possible policy solutions	Policy round-table. On-going work by programme.

## Appendix 3

### Schools Visited

**Aiome High School – Western Highlands Province**

**Palmal High School – East New Britain Province**

**Bumayong Secondary School – Morobe Province**

**Salamaua High School – (Cancelled) – Morobe Province**

**St. Ignatius Secondary School – Sandaun Province**

**Green River High School – Sandaun Province**

#### **Appendix 4**

#### **Meetings with Stakeholders – Key Stakeholders (1:1 Semi- structured Interviews)**

**NB. Please note some individual informants' names have not been included due to a wish to remain confidential.**

Mr Graham Dawson – Team leader, Curriculum Reform Implementation Project

Mr Matthew Kalabai – National Catholic Education Secretary

Mr Martin Minjuk – Secondary Inspector, Department of Education Inspections and Guidance Division – Morobe Province

Mr Brian Gaius-Monie – Senior Research Officer, Research and Evaluation Unit Policy Research and Communication Department for Education

Dr. James Agigo – Director, Research and Evaluation, Policy Research and Communication Department for Education

Mr Joseph Poim Kata – Pro Vice Chancellor, Academic and Development, University of Goroka

Mr Luke Maiyu – Secondary inspector, Department of Education, Inspectors and Guidance Division – Sandaun Province

Mr Kevin Taud – Project co-ordinator – Education Development Project – World Bank Loan 3537

Mr Tani Karo – Project Co-ordinator – Education Development Project – World Bank Loan 3537

Mr Tom A'afa TSC & Mr Jerry Kuhenna – Commissioners of Policy, Teaching Services Commission

Mr Nopa Raki – Staff Development Unit, Department of Education

Dr Steve Pickford – Project team leader, Primary and Secondary Teacher Education Project (PASTEP), AusAID

Heather Dornoch – Second Secretary Development Cooperation, AusAID

Mr Michael Mou – Regional Secretary Southern Region, Papua New Guinea Teachers' Association (PNGTA)

Mr Dam P. Merore – Assistant Secretary, finance and Administration, Papua New Guinea Teachers' Association (PNGTA)

Mr Leonard Palawin Jonli – National General Secretary, Papua New Guinea Teachers' Association (PNGTA)

Mr Peter Cradock – Curriculum Development Division, Department of Education

Mrs Janet Cradock - Curriculum Development Division, Department of Education

Mr John Kakas – Curriculum Development Unit, Department of Education

Dr James K. Yoko, until recently Acting Head of Curriculum and Teaching at Goroka University

Ms Scholly Pames – Secondary school teacher - Palmalmal High School

Mrs Martha Baroko – Secondary school teacher – Palmalmal High School

Mr Graham Darby – a/ Superintendent Secondary Inspections, Inspections and Guidance  
Division, Department of Education

Mr Panuelle – District Education Officer – Palmalmal High School

## Appendix 5

### List of Participants Who Attended the VSO and Department of Education delegation

Workshop took place: 11<sup>th</sup> March 2002

Name	Organisation	Division	Designation
Ms Monica Maluan	DoE	Technical and Vocational Education Division (TVET)	Research Officer
Mr Daniel Laukai	DoE	TVET	Measurement
Ms Damaris Salewa	DoE	TVET	SPO Vocational
Ms Mary Bagita	DoE	Inspections and Guidance Division (IGD)	a/Assist Supt. P/Inspt.
Mr Graham Darby	DoE	IGD	Supt. Secondary Inspt.
Mr Willie Selun	DoE	IGD	Assist. Supt. E/Inspt.
Mrs Monica Richards	DoE	IGD	Snr. Prof. Assist. S/ Inspt
Mr Michael Uglo	DoE	Curriculum Development Division (CDD)	Curriculum Officer – Secondary
Mrs Bernadette Aihi	DoE	CDD	Principal Officer – Secondary
Mrs Dorcas Kilalema	DoE	CDD	Elem. Curr. Officer – Elementary
Mrs Loretta Harpie	DoE	Policy Research and Communication Department (PRC)	Evaluation
Mr Brian G Monie	DoE	PRC	a/Snr. Research Officer
Mr Obe Kints	DoE	Teacher Education and Staff Development (TE & SD)	Inspector Teachers' College
Mr Paul Hamadi	DoE	TE & SD	Inspector Teachers' College
Mr Nopa Raki	DoE	TE & SD	Principal Scholarship Admin. Officer
Mr Taina Dai	PNGTA	N/A	President
Mr Martin Kenehe	PNGTA	N/A	Vice President
Mr Leonard Jonli	PNGTA	N/A	General Secretary
Mr Wilson Sikana	TSC	N/A	Research Officer
Mr Leua Gavuri	TSC	N/A	Assist. Admin. Officer
Mr Tom A'afa	TSC	N/A	Appointment Officer
Mr Dube	Provincial	NCD	
Mr Ruali	Provincial	NCD	

## **Appendix 6**

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VSO PNG (1997) *The Implementation of the Education Reforms on Papua New Guinea* – Report

**Appendix 7**  
**Itinerary For PNG Valuing Teachers Research Trip**

19 <sup>th</sup> February	Provincial Education Advisor – Madang	No show
19 <sup>th</sup> February	Mr Kevin Pamba, Journalist and Lecturer at Divine Word	No show
20 <sup>th</sup> February	Aiome High School	Teachers and volunteers Male Focus Group () Female focus Group () 1:1 Interview Deputy Headmaster 1:1 Volunteers Brian and Valerie Cain
21 <sup>st</sup> February	Education Advisor – John Bossi	No show
22 <sup>nd</sup> February	Port Moresby	Brian Gaius – Senior Research Officer, Research and Evaluation Unit, National Education Department John Kakas at the Curriculum Development Unit – CDD Graham Darby: Inspectors And Guidance Division Peter and Janet Cradock CDD and VSO
25 February	Palmalmal High School	Male Focus Group () 1:1 Male Teacher 1:1 Deputy Headmaster 1:1 Headmaster  Questionnaire: Willie and Lavinia Wilson (VSOs)
26 <sup>th</sup> February	Palmalmal High School	Female Focus Group () 1:1 Female Teacher District Education Officer – Panuelle - 1:1 Interview
27 <sup>th</sup> February	Vunadidir	Meeting with Provincial Education Advisor Mr Boas Koro cancelled
28 <sup>th</sup> February	Lae	1:1 Provincial Education Advisor a- Mr Murika Bihoro  Inspectors 1:1 Geseyu Aisi 1:1 Martin Minjuk
	Bumayong Secondary School - Peri-urban School	Mixed Focus Group ()  1:1 School Principal Questionnaire: Mark (VSO)
1 <sup>st</sup> March	Salamaua High School	Cancelled
4 <sup>th</sup> March	St. Ignatius Secondary School - Aitape	1:1 Headmaster 1:1 Deputy Headmaster

		Informal Teacher 1:1 Questionnaires Informal 1:1 VSOs
5 <sup>th</sup> March	St. Ignatius Secondary School  Vanimo	Male Focus Group ()  1:1 Provincial Education Advisor Mr Arnold Lokowai 1:1 Inspector Luke Maiyu
6 <sup>th</sup> March	Green River High School	Mixed Focus Group ()
7 <sup>th</sup> March	Green River High School	1:1 Tom.... Headmaster 1:1 Glenda ex-Principal and Founder  Questionnaires VSOs (2) Questionnaires: Teachers
11 <sup>th</sup> March	Port Moresby	Education Department Divisional Representatives:  Curriculum Development Division  Research and Evaluation Unit  PNGTA Teachers Association – Leonard Jonli ....  Inspection and Guidance Division  Staff development and Teacher Training Division
12 <sup>th</sup> March	Port Moresby – Education Officials	1:1 Meetings Group Meeting: PNGTA –  TSC Meeting – Tom A’afa  1:1 Graham Darby 1:1 John Kakas

## Appendix 8

### Focus Group Methodology

#### **Objective:**

To find out teacher’s perception on job / motivation / satisfaction, the causes for de-motivation and their ideas for solutions.

#### **Organisation:**

To invite 6-8 teachers of the same gender (head should be aware but not involved) to a free and undisturbed classroom or under a tree etc.. Round chairs arrangement. Plan 1,5 hour.

#### **Materials needed:**

Tape recorder, tape (2 hours), flipchart, marker pens, , post it notes, coloured paper with reasons on it, copies of form A,

### **Introduction:**

Names ( briefly)

Inform them on recordings/confidentiality

Ground rules (1 at the time, respect opinions/views, all responses confidential by all present,..)

Research-objective

Distribute drinks and or snacks

### **Activity 1**

Objective: To have teachers to get their mind set to their perception of their job satisfaction/ motivation, warming –up exercise)

Time: 10-15 minutes

Question: Sit together with one of your colleagues and discuss from hour to hour your working day and to note down on own sheets What did really make you happy; give you job satisfaction and what did really demoralize you?

Moderator: Sits with every group for 2/3 minutes and takes in answer sheets

### **Activity 2**

Objective: To find out teacher perception on the characteristics and the reasons for being a well motivated teacher

Time: 10-15 minutes

Question: What characteristics does a well motivated, happy teacher have, how does s/he seem?

Moderator: Notes them on a flipchart (reasons with red, characteristics in blue?)

### **Activity 3**

Objective: To find out the (main) causes for teacher de-motivation from their perspective and their view of solutions

Time: 50+ minutes

Question: What makes teachers unhappy and demotivated in the different areas of their life i.e. in class, in school, in personal life, education office, educational level). Rank the different reasons according to importance.

Moderator: Facilitates the ranking, prompts for reasons of why those given are the most important/ not important. Leads discussion on to solutions/ what could be done about it.

### **Closing**

Summarizing what has been said in the discussions and ask teachers whether it is true perception of the current situation of teachers. and to find out if anybody has anything else to add.

Ask all participants to fill in form before leaving the room on scale of motivation and performance. ( Form A)

## Appendix 9

### Proposal for VSO policy initiative on improving teacher motivation and performance to provide Education For All

#### Introduction

Overseas Division and the Advocacy Department are launching a new policy initiative in the field of education, in support of VSO's strategic aims. Drawing on VSO's 40 years of experience of delivering education programmes in developing countries, the initiative will seek to influence national and international policy-makers on the key issue of the value of teachers in delivering quality education for all. The initiative will be led by the Advocacy Department but will rely on support from Overseas Division and directly from programmes.

This paper sets out our rationale for undertaking this initiative and what we intend to achieve by it. The accompanying research plan sets out the process by which we will develop our policy position and recommendations.

#### Background

Education is an issue of pressing concern to developing country governments, donors and international institutions both as basic human right and as a means to improving economic and social development. Though recognised as a Universal Human Right in 1948, progress towards meeting the educational needs of all has been slow.

In April 2000 the World Education Forum at Dakar brought together governments, international institutions and civil society organisations to evaluate progress against the Education For All targets set 10 years earlier in Jomtien, and to reformulate plans (see appendix for comparison of Jomtien/Dakar targets). One key theme that emerged from discussions at Dakar was that the issue of **access** to education has over-shadowed **quality** in the drive to provide Universal Basic Education in the developing world. Thus, despite a modest growth in enrolment rates there is severe doubt about the effectiveness of the educational experience:

- In around 60 countries which carried out learning assessment operations, only 5% of primary pupils attained or surpassed the minimum level of learning. (EFA Forum, *Statistical Document*, World Education Forum UNESCO, 2000)
- A 1994 study in Zimbabwe showed that less than 30% of candidates (already a tiny proportion of the school-age population) attained 5 'O' level pass grades or better, despite paying school and examination fees which are quite staggering to poor families. (Education For all by the Year 2000, Obert Ndawi, Pergamon Press 1994)

Out of the Dakar meeting, developing country governments were tasked with preparing National EFA Plans to deliver the targets. These EFA Plans are to be submitted for scrutiny by UNESCO after which donor funds will be mobilised to allow their implementation. In reality, many have already begun a series of sector wide initiatives, from curriculum reform to infrastructure investment to teacher education programmes.

There is now a growing, and welcome, appreciation of the importance of quality to ensure that increased access results in improved education outcomes. This is reflected in the revised EFA targets drawn up in Dakar (see Table 1). DFID has also acknowledged this in their White Paper stating that 'quality of education is a crucial factor in encouraging parents to enrol their children and in ensuring that they attend school throughout the year.'

#### Why teachers?

A major determinant of enhanced educational experience and improved outcomes is the **quality of teaching**. VSO's experience tells us that the performance of teachers is key in ensuring enhanced learning outcomes for children. Yet, despite the huge proportion of some education budgets spent on teacher salaries, teaching quality is at best variable and at worst poor. VSO volunteers see evidence of this in their placements on a daily basis: high levels of absenteeism and

inattendance at classes; failure to prepare lessons and schemes of work; failure to set and mark homework; inadequate discipline and dependence on outmoded teaching methodologies. These problems run deepest where disadvantage is greater, and especially so in rural areas.

The reasons for this are complex. Preliminary research suggests that initiatives such as curriculum reform, introduction of new methodologies and even the provision of more resources and training may not be the answer to the problem of poor teaching. Indeed, these and other attempts to improve the quality of education can lead 'innovation overload' resulting in teacher resistance and failure of these initiatives. Research further suggests that teachers' motivation is a significant determinant of the quality of their teaching and that in developing countries the following factors are critical in the extent of teacher motivation:

- Many teachers receive little in the way of material or pedagogical support,
- Frequently teachers' salaries are so low that they must take extra jobs to support themselves and their families,
- Non-salary benefits are poor or non-existent,
- Professional advancement opportunities are often inappropriate,
- Incentives for good performance are rare,
- Housing provision for teachers is unattractive,
- Material conditions of schools are poor,
- Classrooms are not equipped with sufficient practical or pedagogical resources,
- Posting to undesirable areas is inadequately compensated,
- HIV/AIDS is resulting in teacher absenteeism and attrition.

As highlighted above, these issues are an ever-present concern to volunteers and colleagues. By virtue of the insights that they bring VSO would be well placed to make a significant contribution to the understanding of the problems and identification of possible solutions. As the OECD/UNESCO publication 'Teachers for Tomorrow's Schools' (2001) observes:

'More information is needed about how teachers themselves view their profession and its demands and incentives, particularly at the classroom level.'

### **Purpose of the policy initiative**

To complement the focus on disadvantage expressed in the Country Strategic Plans, VSO's policy initiative will explore the causes and effects of poor teacher motivation in disadvantaged communities, and seek to bring about policy change to improve teacher motivation. VSO will make an initial 3-year commitment to research and advocacy on this theme, based on volunteer and colleague experience.

By addressing these issues, VSO hopes to bring about change such that

- Teacher motivation is increased
- Teacher performance is enhanced
- Pupils receive an education which is relevant, meaningful and meets their basic educational needs

- Pupils' educational attainment is improved
- Community confidence in education increases, leading to higher enrolment and decrease in drop-outs from school

## **Appendix 10**

### **General References**

- 'The quality of primary schools in different developing countries'* Gabriel Carron and Ta Ngoc Chau (UNESCO Publishing, 2000)
- 'From Disadvantage to Opportunity: VSO's Rationale and Policy in Education'* (VSO Books 1999)
- 'Education For All by the year 2000 in some countries in Africa: Can teacher education ensure the quantity, quality and relevance of that education?'* Obert Paradzai Ndawi (International Journal of Educational Development 1997)
- 'School effectiveness in developing countries: A summary of the research evidence'* David Pennycuik (DFID Education Paper 1993)
- 'Social structure and teacher effects on academic achievement: A comparative analysis'* Lawrence J. Saha (Comparative Education Review 1983)
- 'Reviews of teacher training and teacher performance in developing countries'* Gerard Guthrie (International Review of Education 1982)
- 'Teacher job satisfaction in developing countries'* Roger Garrett (DFID Education Papers 1999)
- 'Education reform in the South in the 1990s'* Lene Buchert (UNESCO Publishing 1998)
- 'The right to education: Towards education for all throughout life'* World Education Report 2000 (UNESCO Publishing)
- 'Teacher morale and motivation in Southern Africa: Making practical improvements'*  
Ben Makau and Carole Coombe (submission to African Education Working Group on the Teaching Profession, 1994)
- 'Is there a quantity/quality trade-off as pupil-teacher ratios increase?'* P. Duraisamy, Estelle James, Julia Lane and Jee-Peng Tan (International Journal of Educational Development Vol 18 1998)
- 'Education for all: The challenge of universal primary education'* DFID Target Strategy Paper 2000
- 'What happened at the World Education Forum?'* Rosa Maria Torres (UNESCO website)
- Selected papers from the World Education Forum discussion groups

**Table 1**

<b>1990-2000: JOMTIEN</b>	<b>2000-2015: DAKAR</b>
1. Expansion of early childhood care and development activities, including family and community interventions, especially for poor, disadvantaged and disabled children.	1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
2. Universal access to, and completion of, primary education (or whatever higher level of education is considered as “basic”) by the year 2000.	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.
3. Improvement in learning achievement such that an agreed percentage of an appropriate age cohort (e.g. 80% 14 year olds) attains or surpasses a defined level of necessary learning achievement.	3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.
4. Reduction in the adult illiteracy rate (the appropriate age cohort to be determined in each country) to, say, one-half its 1990 level by the year 2000, with sufficient emphasis on female literacy to significantly reduce the current disparity between the male and female illiteracy rates.	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.
5. Expansion of provision of basic education and training in other essential skills required by youth and adults, with programme effectiveness assessed in terms behavioral changes and impacts on health, employment and productivity.	5. Eliminating gender disparities in primary and secondary education by 2015, with a focus on ensuring girls’ full and equal access to and achievement in basic education of good quality.
6. Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development, made available through all educational channels including the mass media, other forms of modern and traditional communication, and social action, with effectiveness assessed in terms of behavioral change.	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.

## **Appendix 11**

### **Sample of School Focus Group Sessions**

Please note that information that was given in a confidential manner during these focus group sessions have been omitted from this report.

To obtain write-ups if each school, contact:

[Lucy.Tweedie@vso.org.uk](mailto:Lucy.Tweedie@vso.org.uk)

#### **Case Study 1**

**Focus group sessions - Female**

#### **Make up of Group**

Female Focus group: 6 female members of staff – all teachers.

#### **Impressions overall**

All participants really wanted to talk to me about areas relating to their job. Seemed to be quite well equipped. We were sitting in the Home economics room and it seemed to have quite a few materials ie. Sewing machines.

#### **Methodology**

Used methodology as described in appendices.

#### **Results**

##### **Activity 1**

Asked the participants to sit together in pairs and think about the things that made them feel good or bad during their working day ( 10-15 minutes)

#### **What makes them feel good/ happy during their working day?**

##### **Group A**

Free Accommodation (electricity, water – bills)  
Friendly students and community  
Have a job  
Getting experience from rural schools and going out to urban schools  
Basic wants are provided such as stove, refrigerator, washing machine

##### **Group B**

The environment – peaceful  
Job available  
Enjoy working with rural children – great experience compared to town children  
Likely to be promoted quickly  
Exposed to senior responsibility  
Accommodation provided with basic luxury – washing machine/freezer, stove  
Teachers are cooperative  
Students hardworking

##### **Group C**

Evidence of learning in class (objectives achieved)  
Enough food at home  
When the school truck leaves the workshop  
Refreshments after meetings  
Receiving mail  
Good relationship with other colleagues  
When teaching aids are available

New goods arrive for the school canteen  
Compliments from people  
When visitors arrive  
When the class perform well in tests/ assignments  
When work to be typed and photocopies are done quickly and on time  
When request form the town is followed up  
When classrooms are not leaking and flooded  
Good accommodation

**What makes them feel bad/unhappy during their working day?**

**Group A**

Lack of communication (from urban areas)  
No easy means of transportation to towns  
Work load ( including housework and teaching)  
Expensive to live (store goods)

**Group B**

Sharing accommodation  
High price of store goods  
Students not competitive  
Students slow in learning and adapting because of their isolation

**Group C**

This group didn't get to this part of the activity.

**Activity 2**

Showed a picture of smiling face and asked the participants as a group to firstly say *what made her a happy teacher* and wrote their answers under the face (A). Then asked them *what they thought the characteristics of the motivated and happy teacher* looked like (B).

**A - Group thoughts on what makes a happy teacher:**

Responsibility being given to them  
Peaceful place to work –rural area  
Free accommodation and bills  
When the secretarial type work i.e. photocopying gets done  
Get paid  
Students do well in exams  
When they have basic luxuries i.e. washing machine  
Students wanting to learn  
Students learning

**B – Group thoughts on what the characteristics of the motivated and happy teacher looked like:**

Teach well  
Feel satisfied  
Get promotion and job security  
Is disciplined  
Don't give expected if not a happy teacher.

**Activity 3**

Group session – individual answers and group discussion:

To find out the causes, ranked according what they perceived to be important, for teacher demotivation from the teacher perspective relating to specific areas of a teachers daily/work related life (see methodology sheet).

All answers were factors that the teachers felt were relevant but they then ranked them on a scale from 'Most Important to Least Important'.

5 Areas: *School/Class/Personal/ Education Office and Management/ Other*

### **School**

#### **Most Important (no specific order)**

When the administration does not get the materials needed for teaching

No road links to town/too remote/transport very expensive

Teachers cover own travel expenses

Restricted from acquiring family needs eg. Clothes/ medicine due to transport

Sexual discrimination x2

Sometimes no freedom of decision-making among staff

Not enough text-books

High price of store goods

#### **Medium Importance (no specific order)**

Sometimes no positive reinforcement from senior teachers

Accommodation: Want to have house to self so that visitors and family can come to stay

Means of communication is limited

Not enough departmental offices – sharing at the moment (physical structure)

Not enough entertainment (eg. TV)

School administration (deputy and headmaster) breaching school policies

When they see students eating little

Wish for a computer

Not enough materials for teaching/ library and reference books

Classrooms are semi-permanent- leaks to desks and books/ not enough desks and text books for every student

### **Class**

#### **Most Important (in no specific order)**

Too many students in one class

Student hygiene

When students do not answer questions as quickly as expected/ sts don't participate in class

Should sts have uniforms

Sts who can hardly speak or read English

Very slow learners

When I try my best to help the sts and they do not do their homework

### **Personal**

#### **Most Important (in no specific order)**

Faced with banking problems (explained that salary get pays to a bank but this is in town so difficult to collect)/ when someone goes into town without their knowledge

Payment of salary took 9 months last year

#### **Important**

**Accommodation-** sharing with 2 other teachers is a problem because there is no privacy/ no relatives coming to stay/ attending to house chores which adds up to work load of 32 lessons

**Food** – the type of protein is limited especially ( fresh meat or fish)/ cannot get a variety of food from the canteen in Aiome

Miss out on certain goods that you find in town/ urban shops

High price of store goods and not enough money to cater for the expensive items – i.e the teachers are not paid enough to meet the cost of daily living/ prices high because of transport

**Too much work load** (housework and being a teacher)

No proper accommodation provided

Too many deadlines by Head of Departments and coordinators

### ***Education Office/ Management***

#### **Most Important**

Too many Wantok system in the office (main office) – who you know relating to promotion  
Too much favouritism everywhere - in school office and main office  
Entitlements: When entitlements are not paid up i.e. TIC (Teacher-in-charge) allowances/  
Boarding Duty Allowances/ entitlements not paid on time – Provincial Administrators’ job  
Ineffective in-service training within the province  
Not proper management of school property such as school truck etc.

#### **Important**

The BOG (Board of Governors) are not ‘working on their toes’ – they never go around to remote schools and check what problems they are facing.

#### ***Other***

#### **Most Important**

Teachers often asked to teach in subjects for which they were not trained (teaching different subjects from their training  
Ineffective health service

### **Notes Taken Whilst Female Focus Group Took Place**

When comparing rural areas with urban areas, the various reasons why teachers choose their school/ rural:

1. As new teachers/ graduates they will be exposed to senior teachers responsibility
2. Want a peace and quiet environment
3. Others don’t have choice as they were appointed by education authorities in the Province
4. Follow wantok and or husband

Teachers felt they were not listened to by superiors at the Provincial Education Office (PEO). Stringent expectations were set for them to work hard in the harsh conditions. They felt that they work/ teach well, work extended hours and are committed to getting better student examination results  
Extended hours of work and poor pay affects everyone; compounded with high cost of living and administration problems.

**Accessibility to services:** The female teachers choose this school or could be any rural schools for any of the above reasons. However the majority of teachers would choose urban schools for the main reason of accessibility to services.

**The Wantok system:** this was pointed out as a pro and a con. - particularly relating to selecting/appointing Provincial Education Administrative positions. These positions require the skills which affect and lead to much of the teachers support issues.

**The Board of Governors (BOG)** – the teachers said that they were not committed to the proper guidance or development of the appropriate policy direction to the school: e.g. They ‘come’ (? Maybe ‘bring’) in the money, talk “about something” and disappear.

**Entitlements:** the main issue is with the accessing of the teachers entitlements (Higher Duty Allowance – HAD; Boarding Duty Allowance; Hardship Allowance). The teachers said they have a **right to these** allowances or entitlements but they are not having them paid.

**Salary:** The salary scale does not make allowances for different levels of qualification i.e. between diploma level and degree level. They are paid at the same level. This demotivates teachers to improve skills further as there are no incentives.

**Teaching:** Teachers are being asked to take classes/ teach different subjects from the ones they have been trained for. This means the T's need to spend more time to prepare lessons and do not teach well for the subject. Subject coverage then becomes poor which results in Sts not doing/performing well. Reason for this practice:

- The Headmaster does this in order to maintain the maximum class hours of teachers.
- There is a misbalance in the availability of teachers for different teaching subjects

The teachers say that the practice of postings/appointments done without consideration of the subject area must stop.

**Secondary Teacher Training:** need change of system at the only Secondary Teacher Training University (UOG – Goroko) where specialising in science/ humanities course. The schools are not up to date and consistent in their requirement for teachers to teach one core and one non-core subject. If T's are teaching two non-core subjects their positions are not guaranteed/ granted(??): which is the case with Sts/T's taking humanities at Goroko University. These T's would be only teaching non-core subjects.

When the teachers were asked to finalise with the 3 main issues that they felt were important to their motivation and performance they replied:

1. **Entitlements** – HDA/Boarding Duties Allowance/ Leave Fare/ to be paid according to their qualifications.
2. **Salary was inadequate**
3. **Timely processing of salaries and benefits and administrative support for teachers.** For example: new graduates teaching for the first time did not receive salary for a long time after starting – i.e.9 months (a suggestion came that new teachers should be paid at the beginning of their first contract as a start-up salary)
4. **Postings** – too close to the beginning of school year. Perhaps not according to teachers preference.

## **Appendix 12**

### **Case Study 2**

#### **Focus Group -Mixed gender focus group**

#### **Make up of Group**

2 females 4 males

Only one focus group due to time limits (Principal had already organised mixed group

N.B See notes from tape for further details around the subjects discussed and compare/ contrast with notes of the 1:1 interview with the Principal

#### **Description of School and Environment**

This school is described as a per-urban Secondary school and used to not do classes 11 and 12. Immediately on entering the school grounds it feels different from a rural school. The classrooms are made in the same way as the rural schools. Noticed the store was very well stocked. As a religious school it also had a large chapel. Tidy grounds as with the other schools. There are 40 teachers at the school with 800 sts.

(see Principal notes write up for what was said by it's principal).

#### **Make up of Group**

4 males/ 2 females of which:

2 males and 1 female were graduates who had done the Post Graduate teaching diploma.

1 female diploma teacher

2 others

The teachers didn't seem like they wanted to be in the focus group at the beginning but then had plenty to say. They seemed quite tense initially.

### **Methodology**

Methodology as described in appendices but started by giving out the Motivation/Performance scales. Activity 1 was done as a confidential exercise where I took the answers and stapled them closed as the T's seemed more conscious of confidentiality. In Activity 3 made sure that each T was only giving 1 or 2 of their answers per area of the chart.

### **Results**

Motivation/Performance Scale (note this was completed before they relaxed and opened up):

- 1) Motivation 7 Performance 7
- 2) Motivation 10 Performance 10
- 3) Motivation 9 Performance 9
- 4) Motivation 2 Performance 5
- 5) Motivation 5 Performance 6
- 6) Motivation 6 Performance 6

### **Activity 1**

Asked the participants to sit together in pairs and think about the things that made them feel good or bad during their working day (12- 15 minutes)

### **What makes them feel good/happy/ motivated during their working day?**

#### **Group A**

Satisfaction after actually obtaining an objection of a lesson

When sts all pass a test given in class

Encouraging Incentives from school or Department (i.e. pay rise)

When there is a good working relationship between colleagues (and support from senior staff)

When you have been praised for certain achievements

When promoted

#### **Group B**

Pay increases

Promotion to next level

Good reports from Inspectors

When students score good marks

Being on good terms with Principals

Students behave well

Good support from colleagues

When your demands are met

Receive praise from others

Good support from spouse

Enough teaching materials/ readily available

Good security

#### **Group C**

Well prepared for the day

Sts score good marks

Sts positive attitude

Good working atmosphere

Positive approaches from the Heads and other teachers

Family support

Feel motivated because I am helping to mould and educate children who hopefully should help their parents

## What makes them feel bad/unhappy/ demoralised during their working day as a teacher

### **Group A**

When curriculum materials given for typing/ duplicating are not done in time  
When sts do not follow instructions and/ or annoy you in one of your classes  
When sts fail one your tests  
When certain personal problems, which can be solved by Administration, is not done e.g. checking up on houses for staff/ checking up on pay rise issues/ bad housing conditions  
Non-availablility of curriculum materials/ stationeries/ texts etc  
When HODs/SSM get hard on you for certain non-compliance of rules or procedures  
When hungry

### **Group B**

Underpaid  
Unwanted visitors – wantok system  
Lesson plans don't turn out right  
Students misbehaviours in and out of class  
Poor administration (H/M, Principals)  
Criticisms

### **Group C**

Not prepared for the day  
Sts scoring low marks  
Sts bad behaviour and attitude  
Bad working atmosphere  
Negative approaches from the Heads and other teachers  
Family stress  
Feel less motivated/ disheartened when sts are unresponsive  
Sts miss the point even after thorough explanations  
Feel less motivated when see so much work load and responsibilities

### **Activity 2**

Showed a picture of a smiling face and asked the participants as a group (brainstorm) to firstly *say what made him or her a happy teacher (causes)* and wrote their answers under the face (A). Then asked them *what they thought the characteristics of the motivated and happy teacher looked like* (B). (10-12 minutes).

#### **A- Thoughts on what makes a happy teacher (causes)**

Curriculum materials available  
Living conditions for teachers  
Good school facilities  
Promotional possibilities  
Praise  
Academic performance of sts and seeing sts excel and getting good jobs  
Good sts discipline  
Good pay and increases (increments)  
Good administration people (in all areas)  
Supportive colleagues and senior staff  
Feeling comfortable with the teaching subject area  
Spouse support

#### **B – Thoughts on what the characteristics of the motivated and happy teacher looked like (effects) i.e. if all the causes noted above were in place:**

No excuse not to perform  
Work long hours  
Organisation and planning would improve

More effort into work  
More attentive to sts needs  
Boost morale and motivation  
Prepare and teach effective lessons  
Motivation (new graduate said it could still go one way or other)

### **Activity 3**

Group session – individual answers and group discussion: To find out the causes, ranked according to what they perceived to be important, for teacher demotivation from the teacher's own perspective relating to specific areas of a teachers daily/ work related life (see methodology sheet). Asked the T's to prioritise to one or two per area surrounding a T's life. All answers were factors that the teachers felt were relevant but they then group ranked them.

Finally they were asked as a group to come up with a solution for each of the main problems factors relating to the specific areas.

5 Areas: *National/Office/ School/ Class/ Personal & other*

#### ***National***

##### **Most Important (in order but all a priority)**

Salaries of teachers have been overlooked in this country for many many years  
When my boarding and other allowances are not paid  
Entitlements not paid on time  
Failing economy indicates a bleak future for everyone

##### **Solution:**

**1)Salaries and entitlements of teachers and any increments promised (there of Work Value Study) be implemented as quickly as practically possible**

#### ***Office***

##### **Most Important (in order)**

Bad administration – organisation and running of school/ no administration at Bumayong school i.e. no daily programmes, filing system not in order, Principal is not respected  
Negative approach to subordinates (also re: salaries)  
Office management – not providing for basic needs - houses for teachers  
Poor living conditions  
No incentives for further studies and professional development

##### **Solution:**

**1) Administrator replaced by more competent officer to be appointed on merit**

#### ***School***

##### **All equal importance**

Curriculum material not available/insufficient/lack of aids and materials

##### **Solution:**

**Sufficient provision of all basic and essential curriculum materials**

#### ***Class***

##### **In order of importance**

Sts discipline – undisciplined  
Lack of/ poor participation by students in class/ unresponsive, passive students  
When sts don't respond as well to the lesson as I thought  
Sts negative attitude towards academic performance

**Solution:**

**Good punishment and counselling system in place**

***Personal/ Other***

**In order of perceived importance**

Bad relationship with colleagues

Unresponsive/ uncaring senior staff and peers (colleagues)

Disagreement with spouse

Under-qualified as compared with other colleagues

Lack of support or criticisms from spouse

When requests are not met by the principal (office)

Personal family problems

**Solution:**

**No solution was given for this area**

**Other points Made During Discussions And Own Observations**

One graduate teacher (I) says he definitely has lower self esteem in his teaching jobs compared with what his other friends were doing in other sectors – he regards teaching as below other professions due to the conditions around it.

Ts agreed that the areas – personal/ management and office/ school/class/ national were exactly right for the areas that effect teachers.

Grad T – what made him become a T – the perception that in teaching he would have a house ( a condition not in other sectors). Teachers were saying that teaching is a guaranteed job so that is why graduates who can't otherwise get employment end up teaching. Some Ts didn't start out with the intention of being a T, but one teacher said that even though he hadn't intended to go into teaching he would stay.

**Q What is the perception of teaching?**

For some people who never intended to go into teaching it is actually a last resort – they end up as teachers – and according to one T this does affect their motivation (because they never wanted to be there) and one T said that talking with some of his friends, they don't plan to stay long in teaching – as soon as a possible other opportunity arises they will be out (but problem here with the lack of employment opportunities in general). A few felt that at any given opportunity Ts will leave the profession. But it was said that if all things – better conditions etc – were in place then they could still change their minds.

Another T says that every year he is trying to teach in an International school (apparently good conditions) or maybe to get out of teaching.

They say that all other public servants get higher salaries than teachers i.e. doctor 30,000K compared to a teacher on 10,000k per year.

They feel it is quote **“...within the DOE interests to keep teachers”**.

So many Ts who graduate from Goroka, when they graduate they try or do go into private sector company type jobs rather than going into teaching – they do the Ed. Course but don't become teachers ( i.e. training officers etc.). – but the Ts feel that...

**Quote: “... if conditions are made better then old teachers will be happy and new ones will stay”**. ( Here the NRI Last In Line Teacher Work Value Study was cited again).

Apparently according to the report the Government was 500 teachers short. Three of the Ts in the group were some of the first of 200 graduates to be sent to Goroka for the diploma course to help with the teacher shortage)

**Quote:” They have graduated us now, the next question is they have got to keep us because most of us, and I know of some who have already left because of disillusionment, they have given us the first thing and now they have got to sustain that”**.

**Q. How were qualified graduates enticed into doing the diploma etc for teaching?**

Promotion as incentive and pay and conditions but we are over worked.

The discussion led into a bit of contention about the post grad diploma graduates and how to pay them - who should be paid more – and was decided this was difficult to solve.

**Q. What avenues to express feelings through to the Gov?**

The PNGTA – but this is not seen as effective. All T's in the group pay from their pay packets into the union

**Q. What other teacher forums?**

T's say that they would have to organise their own which is not recognised and T's don't organise anything – they are not allowed to according to the rules of Inspectors, Teaching Services Commission and immediate bosses – rules say that they can't. The T's in the group say they should be allowed to as their right as it is a democracy but they say it is like an autocracy.

No groups/ forums for voicing teachers' views other than PNGTA who are supposed to take T's problems up to the provincial level/national level but they are not functioning in that way. Unless a T is a PNGTA member there is nowhere to mention their views. There is no guarantee that what you want will be done. Last year PNGTA pushed for 60% pay increase, got 20% increase, which was apparently a direct result of the NRI research.

**Q. What is the feeling about getting T's together?**

Not much of this except after the NRI report (56 recommendations) and the T's say the economy can't afford or sustain to do the other things. People from the Highlands stayed away from jobs – the Gov. told there would be repercussions but “what could they have done against so many teachers – hundreds of teachers?”

Looking over the focus group sheets – discussion:

Houses don't have fridges/ stoves to cook with other than kerosene stoves. One T says that:

**“although this is a National problem the problem starts here”**...(meaning in the administration of the school).

They say that at this level – office management – if they took more notice it would go up to National level but T's feel it is not done at school level.

T's often go down to the provincial office – most get negative responses – i.e. if the officials just don't know what to do probably – but there are no repercussions from the school if the T's do go down there.

Responsibility of housing – it is at school/admin. level that they are responsible for housing, but when T's say to admin/ school level about problems relating to accommodation and/ or for not having it, their response is always ‘funding, funding’. The teachers say this is a demotivating factor again for teachers –

**“I am putting my step out of the door”** (i.e. trying to leave from a new Graduate Diploma Teacher).

**Q. Do you think they are aware of how close teachers are to leaving?**

Most would move to different schools at first. Normally when asking for something the response from the school/ admin is wait and keep waiting –

**“they give you hope and then don't offer anything”.**

**Q. What is the future for teachers/teaching?**

Ts end up not caring, just doing the job, but with a pretty negative attitude towards the job in the end.

**Q. How much is this feeling already around and affecting the teaching?**

T says he thinks it is already in the school and other T says also it is in other schools –

**“Teachers are moving around to other schools because conditions are not right, not provided for them.”**

**Q. And this school – how is it perceived?**

Ts Are having to provide their own houses (with wantoks etc in town) and they don't get extra money to cover the costs. The teachers who are waiting for houses said it would change their attitude – one felt it would motivate the Ts – then they would feel more like helping (school wise ) as the school had helped them and vice versa. Teachers have been waiting for over a month for houses.

T said that due to these factors .

**.”when it comes to applying for next years posts, those people who suffer, might leave this place...and find where are the schools with housing etc...”**

So it definitely does affect teachers motivation in a school.

Bad administration was talked about as happening at the schools – no administration skills. And when asked what the Admin were focussing on instead of running the school they said politics and spending money and going into town to see people (but the participants didn't say too much).

When asked if the Principal was receptive to their needs the Ts said they didn't think so and just said that he was a religious kind of character.

The oldest teacher said that there are times when Ts are promoted very very quickly from base level up to principal's position – re. The principal of the school – he was at base level2 teacher then Headmaster in a high school and then straight in 'next day' as a principal in the school – through nepotism - and Ts said nepotism is bad in the education system and that money is sometimes also involved.

**Q. What grievance procedures for Ts?**

Ts could try and talk to an officer but could apparently easily be talking to a friend of the person involved.

It was said by one teacher that it puts him off that the head of the school (Principal) can't even speak good English.

The Ts feel that they are doing all the work to get the good results and feel that if there was different admin.team they could be even better.

Apparently the Principal doesn't have good English and no administrative skills – if he had worked his way up through the system for proper experience they feel he would have learnt something.

Ts feel the performance of the school is still due to the teachers and that they are the ones doing the good work.

**Q. What does the Principal do to motivate the Ts?**

He comes out and talks to the Ts etc. but when it comes to the crunch he doesn't deliver.

One T felt that the school is good at spending but not good at budgeting – with no transparency of the accounts. One T told a story of misappropriation of funds.

Corruption: There is no transparency to see the figures. Ts have no right to see any of it – they can see the budgets but not the spending.

**“They try their best not to reveal those figures and spending”.**

The Ts feel the problems are coming from the top – used to have audits but the company who carried out the audits was apparently also corrupt etc.

**“So it is coming from the top down to the rest of us.”**

Ts aren't nearly as satisfied as the Principal was making out in the 1:1.

There is no transparency at all with the spending of the budget. It is felt that the Principal was promoted too quickly to be able to know how to do good administration – he went from teaching very low down and got quick promotion to Head and Principal and so it is felt that he didn't get the experience along the way. The older bloke in the focus group was saying that promotion is often nepotistic with 'big jumps' for favoured teachers which is demoralising for the others. It was felt that there are no avenues for teachers other than the PNGTA to act as the intermediary between the Gov and teachers.

One T said that he didn't know how much the Gov is doing at different levels for individual teachers. And felt that Ts maybe don't know what they are allowed – i.e. entitlements, also it was commented on that if a T goes to try and see an official they get passed around from officer to officer. **Quote “It is who you know – the system”**

The teachers feel that morale and motivation has definitely gone down in general and they say they definitely think there is a link between motivation and performance.

Mark the VSO noted that newly qualified teachers at the school are much better as Ts.

## **Appendix 13**

### **Case Study 3**

#### **Focus group sessions – Male**

##### **Description of School and Environment**

Quiet setting. A lot of green playing field areas. Well kept by students themselves (duties). Teachers appeared to get on well together.

##### **Make up of Group**

Male focus group – 6/7 teachers and 1 Deputy Headmaster in group

##### **Impressions overall**

Participants dying to be able to talk about issues concerning them. Didn't seem to mind the Deputy came into the group as well. Were happy to do the focus group even in the evening (8pm- 10.30pm). When organising the groups the male teacher organising this didn't think that having separate gender groups should matter and thought the women would have no different issues from the males.

The teachers commented freely about administration (of which Deputy Headmaster is part of) quite freely as did the Deputy Head. Couldn't tell how much the presence of the Deputy Headmaster (who is very new) affected the teachers.

##### **Methodology**

Used methodology as described in the appendices  
Accepted VSO to quote sayings in its report.

##### **Results**

###### **Activity 1**

Asked the participants to sit together in pairs and think about the things that made them feel good or bad during their working day (10 minutes).

###### **Q: What makes them feel good/happy/ motivated during their working day generally as a teacher?**

###### **Group A (noticed these were all written by Deputy Head)**

The students  
Being prompt  
Generator on  
See other people for a new day  
Lessons  
Meetings with others  
Solving a students problems  
Solution to problems  
Meeting new people  
Going to new places  
Receiving pay  
Receiving an increase in pay  
Arrival of a family member  
Sharing with others  
Listening to news

###### **Group B**

To be close to students company  
Being with colleagues –enjoy their company  
New friends every year – parents/ close ties

### **Group C**

Start early

Refreshments from administration

### **Group D**

Lessons planned in advance

Good breakfast/lunch/dinner

Teaching aids/materials available and sufficient

Good rest at night

Responsive students

Friendly interactions with colleagues

### **Q: What makes them feel bad/unhappy/ demoralised during their working day?**

#### **Group A**

Regulator (early)

Conditions

Low pay

Bad relations

Bored

Lack of ambition

Problems (Sts and Ts)

Wrong timing

Too busy

Excessive work

Isolation

Lack of attention

Negligence by superiors

Family problems

#### **Group B**

Have to wake up early at 6.00am

Leaving children under the care of their mother only

When on boarding duties, no proper rest

Sometimes meals are not available/prepared on time

In Agency schools certain restrictions

High cost of living, worries over family day-to-day

Being on time

#### **Group C**

Other members don't keep to time

Students not on time

#### **Group D**

Lack of planned lesson

Lack of good rest

Unresponsive students

Sound of the rising bell when you haven't had a good rest/ completed preparing lesson aids.

### **Activity 2**

Showed a picture of a smiling face and asked the participants as a group (brainstorm) to firstly say *what made him a happy teacher (causes)* and wrote their answers under the face (A). Then asked them *what they thought the characteristics of the motivated and happy teacher looked like (B)*. (10-12 minutes)

#### **A – Thoughts on what makes a happy teacher (causes)**

Listening and sensitive administration

Sufficient materials  
Interaction with students  
Hearing the voices of students in the morning  
Pay day  
Colleagues  
Students participation  
Solving problems  
Meeting new friends  
Good achievements and exam results ( and also commented that bad results had an opposite effect)  
Completion of tasks

**B – Thoughts on what the characteristics of the motivated and happy teacher looked like (effects)**

Relaxed due to good planning  
Good lessons for students  
Positive focus  
More time for students  
Feel prepared to go to lessons  
Work hard and more stamina  
Students more active and work hard ( it was also commented that it is a cyclical/two way process between teacher and students i.e. when the teachers feels good the student more active etc. and vice versa).

**Activity 3**

Group Session – individual answers and group discussion: To find out the causes, ranked according to what they perceived to be important, for teacher demotivation from the teacher perspective relating to specific areas of a teachers daily/ work related life (see methodology sheet).

All answers were factors that the teachers felt were relevant but they then ranked them on a scale from Most Important to Least Important.

Solutions were then elicited for the Most Important cause/ problem in each of the areas.

5 Areas: *Education Office, Management/Personal/School/Class/Others*

***Management***

**Most Important (in rough order but all pretty much the same)**

Lack of basic help from administration at Provincial Level.  
Poor administration leading to poor quality/lack of provision of education services  
Not getting paid what owed or delays in getting them- entitlements not paid on time  
Slow in looking into teachers problems of pay and entitlements on time  
Funding for schools (subsidies) for rural schools not sufficient to run the school for the whole year.  
Deduction of pay by organised institutions  
All these problems more serious in recent years.  
Misappropriation of money

*Solutions:*

- 1) *Replacement of PEO*
- 2) *Need an independent body to act as transparency body*
- 3) *Officers at Provincial level should be educationalist.*

**Quote: “If management are okay, we are okay”.**

***Personal***

**Most Important (in rough order )**

Find it hard to cope because the store goods are expensive as well as garden food

No money, no food to eat/ high cost of living  
Family welfare not attended to quickly (ie when sick)  
Poor health  
Waking up so early/ sound of bell when you have not had enough rest  
Sick member of family/ death of a family member

### **Medium Importance**

Agency restrictions on alcohol  
When you are falling behind with an assessment component (test) – need to rush through with preparing it and administering it  
Grapevine about your social life or professional attitude among colleagues  
Inferiority complex  
Sharing of responsibilities at home not good  
No motivation to renew skills in training – no longer bother applying

*Solutions:*

- 1) *Less than 300 kina is the average salary – need a raise in salary that can be in line with the CPI (inflation)*
- 2) *Extra subsidy for transport allowances*
- 3) *Should pay teachers according to the level of qualification*

### **School**

#### **High Importance**

Authorities slackness in responding to individual (personal) matters of concern – maybe related to funds  
Lack of attention from superiors  
The school doesn't have computers –should have them  
No teaching aids available/ Poor conditions/ Not enough materials – teachers falter in the classroom/ School administration does not respond positively to requests for materials etc for planning and satisfaction.  
Not happy with the administration

#### **Medium Importance**

Bad relations with teachers/ community  
When I am under stress from having to sit up late into the night – as a new teacher to prepare lessons as it is a requirement

*Solutions: Look into the way teachers are promoted and the problem of the PEB and PE Advisors who appoint the headmasters.*

### **Class**

#### **High Importance**

Continuous change of teaching timetable  
Help from colleagues is positive  
Unpreparedness  
Poor achievements by students  
Problems are not brought to the attention of higher authorities  
Classrooms not clean and swept etc

#### **Medium Importance**

Sts and teachers not being organised/prompt/not doing homework

*Solutions: Keep the timetable the same and not constantly being changed (Internal Management) – solution is with administration.*

### **Others**

#### **Medium Importance**

Having problems with outsiders  
Law and order problem  
Sudden interruption or disturbance

### **Notes Taken Whilst Male Focus Group Took Place**

#### **Entitlements/admin:**

Boarding Duties/ HDA. PNGTA is allied with Administration. Workers Union is really advocating for workers rights.  
Promotion/bribes to keep them shut up  
Pay being delayed to get it through to them  
Delays in getting pay – i.e 9 months  
Appointments at the Prov. Level is not by merit but through wantok system/ cronies and so are not properly skilled for the job.  
School funding not forthcoming, or diverted to a different cause/lost.  
Personal problems have not been attended to.  
Personality conflict between teachers and administrators.  
What incentives? – Some provinces are taking extra kina from the Prov. Govt. This is to attract teachers going there.

#### *Solution/ suggestions:*

- 1) *If the new graduates can be given a loan or better still a starting salary it gets them started until they get their regular pay coming in.*
- 2) *Transportation subsidies would be helpful in transporting goods to remote schools*
- 3) *All Provincial Education Administrators must be replaced.*
- 4) *Neutral transparency body*
- 5) *Appointments be made professionally) Centralised administration on teachers salaries/ entitlements – transfer functions back to Port Moresby*
- 6) *Increase in the salary in line with CPI*

#### **Personal**

No overtime allowances  
Delay in pay is more for teachers than others  
Leave fares are non-existent  
Pay insufficient  
No praise -motivational factor  
Having materials/ equipment – computer would be an efficient time saver  
Teachers don't take extra jobs to top up T's salaries  
Students lack of motivation to learn  
No collecting together of teachers' concerns to address their problems – no one is listening to the teachers' problems/ wellbeings

#### **School**

Why are teachers not listened to: Is it management skills or personal characteristics that is the problem with administration? Both factors.  
Promotion is a political thing not due to a person's merit  
Inspectors are independent but are not listened to by administrators – Insp. Are the mouth piece for teachers  
Teachers do have high status and respect from the community but pay is not equal to this.  
Agency schools are better 'controlled'/ managed than govt. schools.  
Salaries are not paid to correct gradings despite different qualifications Diploma/ degree.  
In-service professional development is non-existent. Depends on each school, they organise according to their own needs.  
Absenteeism is not a problem at the school.  
It is 'who you know' that affects if you will be appointed for professional skills development so teachers give up trying to apply.

*Solutions:*

- 1) Headmaster should be someone who really can mediate between teachers and Prov. Educ. Officers.*
- 2) Need better relationships between teachers and headmasters.*
- 3) The PEB/PEA appointment for Headmaster (H/M) is not working. The BOG should make the appointments.*
- 4) The Management within the school needs to be good – teachers to feel cared for*

Appendix 14  
Questionnaire For Teachers In Papua New Guinea

Dear All

Thank you very much for agreeing to take part in the focus group sessions and/ or 1:1 interviews; and for your contributions to this confidential but important research on how teachers can feel motivated and valued in their profession. There are no right or wrong answers I would just like to hear your views and own experiences. Your help is very much appreciated.

Below are a few questions asking you your feelings about being a teacher. These will be the types of questions I will be asking you about when I meet you. If you feel you have the time please answer what questions you can, drawing on your personal experience as a teacher in Papua New Guinea. Any extra information you can give me is greatly appreciated and I will collect any completed ones when I meet you.

Looking forward to meeting you all and also hearing your views.

Thank you so much again for all your help

Best wishes

Lucy Tweedie  
Advocacy Officer  
VSO

1. What do you feel about your performance as a teacher?
2. What do you feel affects your performance as a teacher?
3. What do you think would help you to be a better teacher?
4. How good or bad is your morale/motivation?
5. What are the main factors affecting your morale/motivation as a teacher?
6. In what ways does your motivation affect your teaching performance?
7. What would improve your motivation and morale as a teacher?

## Appendix 15

Recommendations from the Last In Line: Teacher Work Value Study” (PNGTA/NRI, 1999) report that VSO particularly endorses:

Number	Recommendations made in
1	PNGTA develop an effective and continuing advertising campaign to inform the community of the vital role that teachers perform in the development of individuals, groups and the nation and the present constraints affecting that performance.
2	That a review of the staffing requirements of the Teaching Service Commission be undertaken immediately in order to enable it to effectively and efficiently service the needs of a rapidly expanding teaching service.
4	The concept of community engagement and community development be included in job statements to more adequately reflect the range of activities carried out by teachers.
6	That the Teaching Service Commission insist that provincial education authorities, consistent with statutory obligations, make tenured appointments to vacant positions when eligible and suitable teachers apply for such positions.
8	The PNGTA and TSC consider alternative approaches to the allocation of salaries which add fairness to remuneration for teachers such as a points-based or skills-based system.
10	Teacher demand and supply projections must be reviewed immediately through independent research to define the size of teacher shortages likely to affect the successful implementation of the education reforms over the next decade.
11	As a consequence of the review of teacher supply and demand projections, PNGTA and DOE in consultation with staff of PASTEP, must ensure that effective planning and processes are in place for the provision of the number and kinds of teachers required to satisfy the long term needs of education.
13	DOE and TSC develop secondment arrangements to encourage suitable teachers to apply for non-teaching positions without incurring a financial penalty.
14	An additional 12 secondary inspectors and an additional 9 primary inspectors be appointed by DOE to restore the inspector-teacher ratio to adequately serve the needs of the rapidly expanding education system and the Teaching Service.
15	Teachers, and particularly those in remote areas, are poorly served by inspectorial activities at the present time. Policy, strategies, staffing levels and funding provisions must be reviewed by DOE and sufficient staffing and funding for travel, in particular, must be provided to ensure adequate services to teachers in all schools.
18	Additional resources must be allocated for the provision of appropriate professional development programs for all secondary school teachers.
21	Teachers are underpaid relative to the public service, other education providers and the private sector. The four-year graduate entry point makes an easy point of comparison. It is recommended that in a new salary structure the TSO3 graduate mid point be set at a minimum of K11,500 per annum
22	Salary scales for teachers, consistent with the identified increase in the productivity level of the education system as a whole, be increased by seven percent as an outcome of recent government initiated education reforms.
26	The Teaching Service Commission introduce an exceptional teacher career path for teachers interested in promotion opportunities but prefer to remain as classroom based teachers.
27	TSC, PNGTA and the Inspectorate negotiate a set of criteria to be applied to the classification of exceptional teacher.
28	TSC establish procedures for the regular review of approved teacher allowances, and to follow-up those reviews, to ensure that the level of teacher

	allowances are such that they remain effective mechanisms to attract and retain teachers in the Teaching Service.
<b>29</b>	TSC review the legislation pertaining to teacher allowances to update nomenclature and the beneficiaries of allowances to reflect the current education reform structure and organisation.
<b>30</b>	TSC improve its communication links with teachers through the production of a twice-yearly publication forwarded direct to all teachers.
<b>31</b>	That all allowances payable to teachers be given priority in terms of budget control and expenditure and that timely payment be made to teachers.
<b>34</b>	Rural Remote Disadvantaged School Allowance be increased to K1,000 per term to act as a realistic incentive for teachers to take up remote school teacher postings.
<b>35</b>	Teachers in schools that attract the Rural Remote Disadvantaged School Allowance be awarded additional benefits in the form of: <ul style="list-style-type: none"> <li>• a return airfare or boat fare once a year</li> <li>• high priority for inspection purposes</li> <li>• high priority for recreation leave and furlough leave</li> <li>• preference to attend provincial and national in-service activities, and</li> <li>• high priority to transfer to a chosen teaching location after three years of satisfactory teaching in a remote school</li> </ul>
<b>40</b>	That TSC undertake to seek a review of teacher housing and allowances with PNGTA, NDOE and DPM to resolve the uncertainty associated with teacher housing and associated benefits.
<b>43</b>	TSC support domestic market allowances to senior staff from TS05 and upwards to secure their long-term involvement in education and teaching.
<b>50</b>	The appraisal of teachers for registration, and performance based salary increases, be carried out as a collaborative activity between representatives of the community and the education authorities