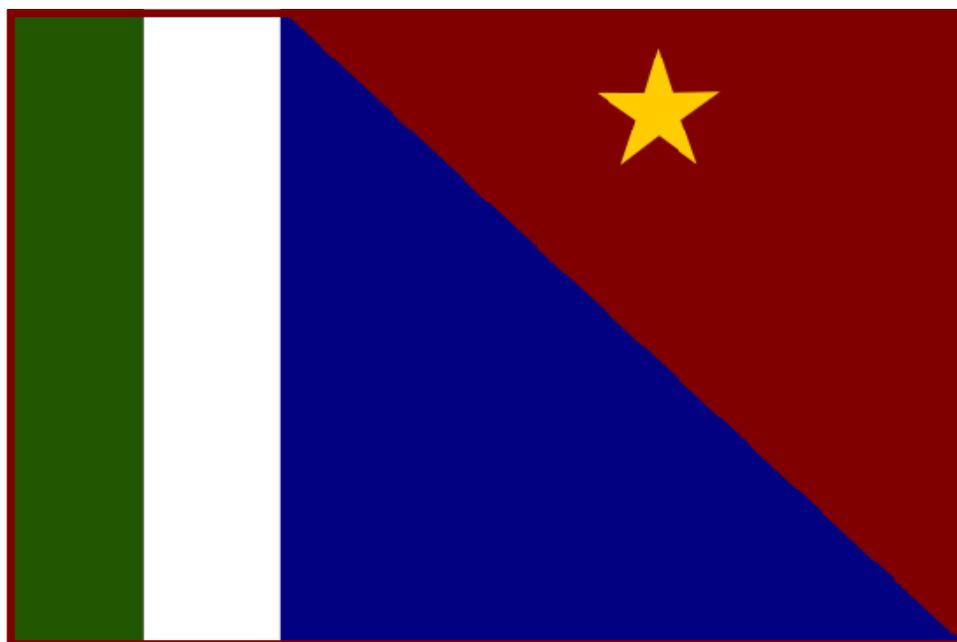


**THE NATIONAL RESEARCH INSTITUTE
PAPUA NEW GUINEA
DISCUSSION PAPER No. 137**



**TEACHERS' PERCEPTIONS OF TEACHER APPOINTMENTS
IN THE
MILNE BAY PROVINCE**



**NRI
The National Research Institute**

**The National Research Institute
Discussion Paper No.137**



**TEACHERS' PERCEPTIONS OF TEACHER APPOINTMENTS
IN THE
MILNE BAY PROVINCE**

by

**Arnold Kukari, Patricia Paraide, Kapa Kelep-Malpo,
Sebastian Mugup, and Wilson Pes**

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The National Research Institute**

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ACRONYMS AND ABBREVIATIONS

BoM	Board of Management
DEA	District Education Advisor
DEO	District Education Office
NDoE	National Department of Education
NEB	National Education Board
NRI	National Research Institute
PARS	Payroll and Related Services
PDoE	Provincial Department of Education
PEA	Provincial Education Adviser
PEB	Provincial Education Board
PEO	Provincial Education Officer
PNG	Papua New Guinea
RoDSS	Resumption of Duty Summary Sheet
SPSS	Statistical Package for Social Sciences
TSA	Teaching Service Act, 1995
TSC	Teaching Service Commission

EXECUTIVE SUMMARY

Background

The process of appointing teachers to teaching positions in Papua New Guinea (PNG) is outlined in the *Teaching Service Act, 1995* (Consolidated to No. 20 of 1995) (TSA), the *Education Act 1983* (Consolidated to No. 13 of 1995), and the *Teaching Service Commission Human Resource Information and Operations Manual*. However, in many cases, teacher appointments have been conducted outside of these legal and policy frameworks. This has contributed to corruption, lack of accountability and transparency, and failure to effectively and efficiently manage the process of teacher appointments.

This study of Milne Bay Province is part of a larger study of the teacher appointment process in Papua New Guinea. The aims of the study were to understand teachers' and head teachers' perceptions and experiences of the teacher appointment process; identify the strengths, if any, of the process; identify its weaknesses, and the factors contributing to these weaknesses; and recommend appropriate strategies to improve and strengthen the process.

Milne Bay Province was selected to participate in the study because it has some strengths and challenges in relation to teacher appointments. Its inclusion allowed its teacher appointment process and practices to be examined. The strengths and challenges identified in the province's teacher appointment process can be acknowledged and reported, so that other provinces who share similar experiences in teacher appointments can learn from its experiences. Additionally, challenges identified allowed teachers' input through recommendations for appropriate interventions. This will allow the appropriate authorities to study the recommendations, be guided by the teachers' recommendations, develop and implement appropriate strategies to improve and further strengthen the teacher appointment process in the province.

Aims of the study

The specific aims of the study were to:

- understand the perceptions and experiences of teachers and head teachers of the process and practice of teacher appointment in the East Sepik Province
- identify the strengths, if any, of the process and practice of teacher appointment in the province
- identify the weaknesses, and the factors contributing to these weaknesses, in the process and practice of teacher appointment in the province
- recommend appropriate strategies to improve and strengthen the process and practice of teacher appointment in the province.

Methodology

This study formed part of a larger study in 8 of the 20 provinces of PNG. The teacher appointment processes and practices of two provinces from each of the country's four regions were examined. The provinces were selected on the basis of their reputations in teacher appointments. Of the two provinces from each region, one was selected for its good reputation in managing teacher appointment, and the other was selected for its poor reputation. Milne Bay and Central provinces were selected from the Southern Region; Milne Bay Province has a good reputation in teacher appointment, while Central Province has a poor reputation. This study examined the practice and processes of teacher appointment in the Milne Bay Province.

To examine teachers' lived experiences and perceptions of teacher appointment in the province, survey questionnaires were prepared for distribution to all teachers and head teachers working in community and primary schools at the time of the study. Unfortunately, due to difficulties in delivering the surveys to remote schools and other administrative problems, the response rate to the survey questionnaire was relatively low. Teachers in two urban and two rural schools were also invited to participate in interviews to consider their views on teacher appointment in the province, and its personal impact on them and on other teachers.

Unfortunately, the method of delivering surveys to schools did not yield the desired results. Although surveys were delivered to schools accessible by road, delivering surveys to very remote schools was difficult. Surveys for remote schools were left with the zone or cluster leaders to distribute, collect and send to NRI. Poor compliance with this request was poor, and many teachers did not receive their survey forms. Also, many teachers did not complete and return their surveys. This combination of factors produced a poor response rate.

Key findings

1. *Characteristics of teachers and head teachers*

- i. In Milne Bay Province, most teachers (teachers-89%) and head teachers (98%) serve in the rural primary and community schools. Also, the large majority of the teachers serve in church schools in rural areas. Most teachers who responded to the survey were aged 26 or older, and most head teachers were 31 or older; this suggests a preference for teachers, especially head teachers, who are somewhat older.
- ii. Only a few teachers had been teaching for less than a year. Most teachers and head teachers had been teaching for six or more years. While 55% of community and primary school teachers in the province at the time of the study were women, only 40% of the head teachers who responded to the survey were women. Over half of teachers and head teachers had served in their current schools for three years or less. About one-third had served in

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their current schools for four years or more, which under the Teacher Tenure Policy would require an extension of tenure.

2. *Appointment of teachers to teaching positions*

- i. More than 80% of teachers and head teachers in Milne Bay Province were from the province. The cost and logistics of bringing in teachers from other provinces and providing entitlements such as leave fares is a major reason for this practice; however, it limits local teachers' opportunities to interact professionally with teachers from other provinces who may have different teaching perspectives and practices.
- ii. Over half of teachers and head teachers were appointed through vacancy listings in the *Special Education Gazette*, while the rest were appointed by the Provincial Education Board. Late arrival of the *Gazette* in the province was mentioned by many as a problem that led to late appointments, late notification of appointments, and reliance on informal, nonwritten forms of notification, which is a breach of regulations. Teachers were generally informed of their appointments through radio announcements and personal enquiries at the Provincial Education Office.
- iii. Despite the existence of formal teacher appointment mechanisms, many teachers and head teachers perceived nepotism, bribery, and forced teacher appointments as ongoing problems. Their responses to the survey suggest that teachers' interests and welfare were not considered during the teacher appointment process. Some survey respondents also complained about a lack of transparency in the process.

3. *Acceptance of teaching appointments by teachers*

- i. A little less than half of survey respondents said that they had refused a teaching or head teaching appointment at some time in their career, which points to fairly widespread discontentment with the appointment process. Well over half said they would likely challenge an appointment if they viewed it to be unfair. Personal issues, unattractive teacher appointment offers, inconvenient school locations, and eligibility and tenure issues were also raised as reasons for real or potential refusal of a teaching appointment. The primary reason given for accepting an appointment, even if it was not to one's liking, was fear of the loss of a regular income. Teachers who refuse to take up an appointment are placed in the pool when no alternate positions are available; the consequence of this is suspension from the payroll. There is a formal process for appealing an appointment that a teacher finds unacceptable, but most survey respondents felt it worked inefficiently or not at all.

4. Resumption of teaching duties

- i. This is a major issue that hinders efficient work commencement at the beginning of the new school year. Two of the major contributing factors for this were the late confirmation of teacher appointments and inadequate logistical and financial support for teachers' travel to their new schools. Other reasons included discontentment with teaching appointments, personal and family issues, late appointments and late notifications, and road and weather conditions, as well as lack of accommodation at the school site. Late distribution of the *Special Education Gazette* led to delays throughout the appointment process including late resumption of duties.

5. Proposed changes to the teacher appointment process

- i. The most common changes proposed by teachers and head teachers were financing teachers' costs for transfer to a new school, replacing unprofessional and dishonest appointment officers, considering teachers' rights and interests during appointments, eliminating corrupt practices, creating more attractive incentives for teachers in remote schools and improving the efficiency of teacher notification.

Recommendations

1. Printing and distribution of the *Special Education Gazette*

Recommendation 1.1

That Provincial Education Board (PEB) initiates and fosters a dialogue with the Teaching Service Commission (TSC) to develop and implement a time-bound **action plan** that ensures that the *Special Education Gazette* is printed and distributed to the provinces by the end of June each year.

2. Appointment of teachers to teaching positions

Recommendation 2.1

That the PEB and the TSC develop and implement a time-bound **teacher appointment action plan** with clear deliverables for every calendar year.

Recommendation 2.2

That the PEB comply with all the relevant provisions of the *Teaching Service Act, 1995* in the appointment of teachers to teaching and administrative positions in the province.

Recommendation 2.3

That the TSC and the PEB eliminate nepotism and corruption in the appointment of teachers by ensuring all appointments are made through a duly constituted PEB meeting.

Recommendation 2.4

That the PEB effectively addresses nepotism and corruption by taking disciplinary action against officers who engage in such activities, who fail to comply with the relevant provisions of the *Teaching Service Act, 1995*, and who fail to perform their responsibilities as described in the **teacher appointment and logistics action plans**.

Recommendation 2.5

That the PEB institute a confidential and a non-punitive process through which teachers, head teachers, the Board of Management (BoM), PEB members and parents & citizens can report cases of nepotism or corruption in the process and practice of teacher appointment.

Recommendation 2.6

That the PEB develops and communicates to all teachers, school agencies, BoMs, parents and citizens, standard officers, district education advisors, church education secretaries, and local leaders the criteria for appointing teachers to teaching and head teacher positions.

Recommendation 2.7

That the PEB ensures that teachers and head teachers are appointed to teaching positions and administrative positions with due consideration for their personal welfare and interests; eligibility for promotion; rights of tenure; and potential risks to themselves and their families.

Recommendation 2.8

That the PEB, in collaboration with the TSC, develops and maintains a **database** of all current teaching positions in the province, the teachers occupying the positions (and their particulars), the vacant positions, and the movement of positions from one school to another.

Recommendation 2.9

That the PEB considers, on merit, all recommendations for teacher appointments from church agency personnel, standard officers and the BOM.

Recommendation 2.10

That the TSC provides increased financial incentives for teachers in remote schools, and that these incentives are paid on a fortnightly basis as part of teachers' salaries.

Recommendation 2.11

That the PEB prepares and presents an **Annual Teacher Appointment Report** to the TSC and the National Education Board by March each year.

3. Acceptance of teaching appointments by teachers

Recommendation 3.1

That the PEB develops and implements an effective, transparent and time-bound **appeals process and action plan**, if none currently exists. This process must state clearly when appeals will be received, the length of appeal hearings, and when and how outcomes will be communicated to appellants.

Recommendation 3.2

That the PEB establishes an **Appeals Board** comprised of non-PEB members. The board and its members should have clear roles and responsibilities.

Recommendation 3.3

That the PEB and the TSC abolish the 'teacher pool'.

4. Resumption of teaching duties

Recommendation 4.1

That the PEB develops and puts in place a time-bound **logistics action plan** that includes all required activities, including travel costs and arrangements for teachers transferring to new positions, monitoring of teachers' resumption of duty in schools, completing and submitting Resumption of Duty Summary Sheets, and teachers' reporting to the PEB on their resumption of duty. The person(s) responsible for each activity and the required timeframe for completion must be clearly identified for monitoring and accountability purposes.

Recommendation 4.2

That the PEB budgets yearly for teachers' travel costs and mobilises all resources necessary to effectively implement the logistics action plan. All funds must be

acquitted and reported in the **Annual Teacher Appointment Report**, which must be submitted to the TSC and the PEB for ratification by March each year.

5. Amendment of the *Teaching Service Act 1995* and the *Education Act 1995*

Recommendation 5.1

That the TSC and the PEB amend the *Teaching Service Act 1995* and the *Education Act 1995* to include mandatory provisions for the PEB to develop and implement time-bound teacher appointment, logistics, and appeals, and to produce an Annual Teacher Appointment Report for the TSC and the PEB by March each year.

Recommendation 5.2

That the TSC amends the *Teaching Service Act 1995* to include provisions that allow implementing officers to be held accountable by the PEB if they fail to carry out their responsibilities as stipulated in the teacher appointment, logistics, and appeals action plans.

6. Respect and strengthen church–government partnerships

Recommendation 6.1

That the roles and responsibilities of church agencies in the appointment of teachers to teaching and head teacher positions be clearly described and communicated to all teachers, BoM, parents and citizen's associations, PEB members and provincial education officers.

Recommendation 6.2

That the PEB duly considers the views and recommendations of church agencies on teacher appointments.

1: INTRODUCTION

Background

The process for appointing teachers to teaching positions in Papua New Guinea (PNG) is outlined in the *Teaching Service Act 1995* (consolidated to No. 20 of 1995), the *Education Act 1983* (Consolidated to No. 13 of 1995), and the *Teaching Service Commission Human Resource Information and Operations Manual*. The Teaching Service Commission (TSC) and the Provincial Education Board (PEB) are expected to comply with the relevant provisions of these laws and related policies when appointing teachers to teaching positions.

For this purpose, the TSC is expected to prepare, print, and dispatch the *Special Education Gazette* to the provinces and all educational institutions in a timely manner. The *Gazette* lists vacant teaching positions in all educational institutions under the National Department of Education mandate. Teachers apply for teaching positions, and the PEB, in consultation with head teachers, the Boards of Management, the Boards of Governors, and church agencies, processes the applications and should notify teachers of the outcome before they take their recreational leave. The PEB is expected to effectively manage the movement of teachers to schools to ensure that they resume their duties on time and submit their Resumption of Duty Summary Sheets (RoDSS), and to ensure continuous payment of the teachers' salaries.

Unfortunately, the TSC and some PEBs have not always met these obligations, which has created and perpetuated a multitude of problems. These issues continue to reduce teachers' motivation and commitment to their teaching duties, the quality of student learning and children's access to, and participation in, schooling. The Public Sector Reform Management Team highlighted this problem in its audit of the administration of Eastern Highlands, Morobe, West New Britain and Milne Bay in 2008. The team, amongst other findings, noted a lack of compliance by some provinces with the *Teaching Service Act, 1995* (TSA) and related policies in the appointment of teachers to teaching and administrative positions (Arek, 2008).

Noncompliance with the *Teaching Service Act* and the *Education Act* and related policies in the appointment of teachers is common amongst the PEBs and, to some extent, the TSC. This noncompliance is a major contributing factor to the host of problems experienced in the appointment of teachers. These problems include delays (delay factors), late resumption of duties (resumption factors), and corruption (corruption factors). The continued failure of the TSC to print and deliver the *Special Education Gazette* to the provinces in a timely manner causes problems with teacher appointments.

The *Gazette* should be printed and sent to the provinces in September or October each year, and provinces are expected to administer and complete their teacher appointments by November. However, the provinces often fail to appoint teachers

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by November and delay the process until December or later. Teacher appointments are often finalised in December or, in many cases, just before the start of the school year.

Interference in the appointment of teachers by education agencies also causes delays in teacher appointments. Arek (2008: 2), in her report on the audit of four provinces, noted that the public sector audit team found "most education agencies were interfering in teachers' postings and appointments". Politicians were also causing delays in getting teachers to schools by meddling with the appointment of teachers by PEBs. Korugl (2008) reported that four secondary schools in Western Highlands Province faced closure due to political interference in the appointment of teachers, particularly head teachers.

Communities were also increasingly involved in the appointment of teachers. Examples include the appointment of the principals of Dregerhafen Technical and Grace Memorial Secondary schools in Morobe Province and Hagen Park Secondary School in Western Highlands Province. Gumuno (2008) reported that local people welded the Mt Hagen Secondary School gates shut, which prevented teachers from gaining entry to begin the school year. Local people wanted the school principal who held the substantive level to the principal position (substantive level are won through the application of the Special Education Gazette) in this school to remain at the school and requested the PEB to rescind the decision to transfer him to another school.

The absence of an effective and efficient process for teacher appeals also causes delays in teachers taking up their positions. Teachers often challenge the decisions of the PEB if they perceive that their appointments do not follow the correct procedures, either on merit or according to their interests. For example, about 600 teachers in Enga Province were unhappy with their postings because they believed that the postings "had been muddled up and not done according to the teachers' requests and choices" (Lari 2008: 4).

In most provinces, lengthy delays often occur in notifying teachers of the outcomes of their appeals. In other cases, teachers wait in vain for an outcome, and therefore many decide to leave teaching or look for teaching positions in other provinces. Even when appeals are upheld, teachers often start their school year very late. When serving teachers decide to leave, schools to which these teachers were appointed, have fewer teachers or even none at all. In such cases, provinces resort to appointing unqualified teachers (Muri 2008) or recruit teachers from other provinces to fill the vacancies (Kivia 2011).

Moreover, the failure of the TSC and the PEB to ensure effective, efficient, transparent and accountable teacher appointments contributes to perceptions that the entire process of teacher appointments is corrupt (Philemon, 2010; Tiamu, 2010). Philemon (2010, p.4) reported that the Morobe Provincial Education Board "has been accused of foul play, irregularities and abnormalities in the appointment of teachers." Further, Philemon reported that the Regional Secretary of the Papua New Guinea Teachers Association, Mr Mathew Pobaya, claimed that "the

Provincial Education Board had overlooked the tenure appointment of teachers, the reclassification of their positions, the substantive position holders and used appointments as a form of punishment". The TSC was concerned about this situation and, advised the Provincial Education Advisor, to provide clear advice to the Provincial Education Board on teachers' appointments under the *Teaching Service Act* and the *Education Act* (Tiamu 2010: 6).

The above factors contribute directly to the late notification of appointments and teachers' late resumption of their duties. Other contributing factors include poor school infrastructure (such as teacher housing, water supply and sanitation) (Anis 2008; Kumar 2008), bad weather and disputes over land on which the schools are situated.

The problems highlighted here have been the norm over the last decade and permeate the whole process of teacher appointment and deployment. These problems, according to Kukari et al. (2011), are worsened by a lack of clarity as well as duplication and division within the TSC and within the National Education Board's role in teacher appointments as stipulated under the *Teaching Service Act, 1995* and the *Education Act, 1995*. This situation creates confusion amongst teachers and is a major contributing factor to the problems with teacher appointments experienced every school year.

Milne Bay Province was selected to participate in the study because it is one of the provinces that has a good reputation in the appointment of teachers. Its inclusion allowed its teacher appointment process and practices to be examined. It was envisioned that, by clarifying the strengths and challenges identified in the province's teacher appointment process, other provinces that share similar experiences could learn from its experience. On the basis of the results, recommendations have been made to develop and implement appropriate interventions to improve the system.

Aims of the study

The specific aims of the study were to:

- understand teachers' and head teachers' perceptions and experiences of the process and practice of teacher appointment in the East New Britain Province;
- identify the strengths, if any, of the process and practice of teacher appointment in the province;
- Identify the weaknesses, and the factors contributing to these weaknesses, in the process and practice of teacher appointment in the province; and
- recommend appropriate strategies to improve and strengthen the process and practice of teacher appointment in the province.

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Methodology

This study formed part of a larger study of teacher appointment processes and practices in 8 of the 20 provinces of PNG. Two provinces from each of PNG's four regions were selected for study based on their reputations in teacher appointment—one for its good reputation in managing teacher appointments and one for its poor reputation. Milne Bay and Central Provinces were selected from the Southern Region; Central Province has a poor reputation in teacher appointment, while Milne Bay Province has a good reputation. This study examined teacher appointment in Milne Bay Province.

Research approach

This study used a case study design to gain an in-depth understanding of teacher appointment and how community and primary school teachers and head teachers understand it in the province. Both quantitative and qualitative methods were used. This triangulation of methods enhanced the reliability and validity of the data.

Sample

To examine teachers' lived experiences and perceptions of teacher appointment in the province, all teachers and head teachers teaching in community and primary schools at the time of the study were intended to participate in the survey, but only a small proportion completed the survey questionnaire (Table 1). In addition, teachers in two urban and two rural schools were interviewed about their views on teacher appointment in the province and its personal impact on them and on other teachers.

Table 1: Teacher and head teacher population and sample

Community and primary school teachers	Population (N)	Sample (%)
Teachers	196	20%
Head teachers	50	28%

Data collection

The response rate to the questionnaire was 20% among teachers and 28% among head teachers. Many questionnaires were not distributed, completed and returned because of the remoteness of many schools in Alotau District, especially in the Rabaraba area and the Esa'ala, Kiriwina-Goodenough and Samarai-Murua districts. Survey forms for remote schools were left with the zone or cluster leaders to distribute, collect and send to the National Research Institute (NRI). Unfortunately, many teachers did not receive their survey forms. While the Provincial Education Office was supportive of this study, the officer designated to support the administering, collecting and sending of questionnaires to NRI was a major contributing factor to the poor response rate. In addition, many teachers who received questionnaires failed to complete and return them, which is possibly a reflection of teachers' poor attitude towards research.

Focus group interviews were also conducted with teachers and head teachers in two urban and two rural schools.

Data analysis

Qualitative data from the survey were categorised into meaningful themes. The surveys were then coded using a prepared code book that contained the themes and a code for each theme. Once coding was completed, SPSS statistical software was used to analyse the data. Frequencies of the coded themes in the answers to each question and variable were then generated and interpreted.

2: PROVINCIAL PROFILE

This profile provides a provincial and district context for the study to help understand the process and practice of teacher appointments in the province.

Background

Milne Bay Province is one of the five provinces in the Southern Region of PNG. It has a population of 209,054, and its capital is Alotau. Milne Bay is the largest maritime province, covering 14,000 square kilometres of land and 252,990 square kilometres of sea. The province is made up of more than 440 islands. An additional 160 islands are inhabited. Boat travel to the islands is very expensive and travel during rough weather; this can contribute to teachers' unwillingness to accept positions in schools there.

Districts

Milne Bay Province has four districts: Alotau, Esa'ala, Kiriwina-Goodenough and Samarai-Murua. There are 16 local-level governments and 394 wards. Access to schools on the mainland can be challenging, especially during the wet season, because of flooding that greatly affects road conditions. Consequently, students and teachers may be absent from schools during the wet season. Access to the schools on the islands is also challenging during rough weather, during which teachers and students cannot travel to schools because of the dangers for small craft and their passengers. Life jackets are generally unavailable in the small craft that are used by travellers to and from the islands. The delivery of school materials, the *Special Education Gazette*, food and medical supplies are delayed during such conditions. Radio reception in some areas is poor, and education news and information are generally not received when teachers need them on time or urgently.

Community and primary schools

Milne Bay Province has 179 primary schools with a total student enrolment of 30,663, of which 15,574 are boys and 15,089 are girls (Department of Education 2009:13). There are 116 church-agency-operated community and primary schools in the province with a total enrolment of 18,423, of which 9,346 are boys and 9,077 are girls. The total number of government-agency-operated community and primary schools is only 57 with enrolment of 10,844, of which 5,510 are boys and 5,334 are girls (Department of Education 2009:14–15). The total number of community and primary school teachers is 975, of which 439 (45%) are men and 538 (55%) are women. Of these teachers, 353 (159 men and 194 women) serve in government agency schools. Six hundred and twenty-two (280 men and 342 women) serve in church agency schools (Department of Education 2009). Thus, church agencies dominate basic education service delivery in this province. Table 2 shows the distribution of community and primary schools in the province. Of the schools, 67% were operated by church agencies and 97% were located in rural areas.

Table 2: The distribution of community and primary schools in Milne Bay Province

District	Government schools	Church agency schools	Urban schools	Rural schools
Alotau	20	36	5	51
Esa'ala	5	33	0	38
Samarai Murua	15	26	0	41
Kiriwina-Goodenough	17	21	0	38
Total	57	116	5	168

Source: Department of Education (2008).

3: TEACHER APPOINTMENT

The sample from Milne Bay Province—196 teachers and 50 head teachers—was small because of the poor response rate. The remoteness of many community and primary schools, and a low level of support from the provincial education officers who were tasked to support the study, were the main contributing factors for the low level of returned surveys, despite the fact that the Provincial Education Advisor was very supportive of the study. The method of data collection had a great impact on those surveys that were successfully returned. In this particular study, the surveys were left at the provincial education office to be distributed to the schools by the provincial education officers. Unfortunately, this was not conducted as well as expected.

Information from the study sample is presented in the following sections.

Characteristics of teachers and head teachers

Teachers were asked to indicate their gender in order to understand how teacher appointments impact both male and female teachers. Of the 196 teachers respondents, 60 (31%) were men and 136 (69%) were women. Of the 50 head teachers, 30 (60%) were men and 20 (40%) were women. This was also reflected in the ratio of women to men in the four schools visited during the study; more women than men were serving in them. In one particular school, the head teacher was the sole male teaching staff member. This study could not establish why a female teacher was not appointed to the head teacher's position in this school.

There were 980 community and primary school teachers (537 women and 443 men) in this province (Department of Education 2009). Thus, 55% of the teachers who served at this level of education were women; despite this, only 40% of the head teachers were women. Given the fact that this province has more female teachers serving in its community and primary schools, it might be expected that an equal percentage of male and female teachers would be appointed to the head teacher positions in this sample. Security was of minimal concern for the teachers in most areas of this province. Security issues did not seem to be an issue for older or married women, therefore, it is not certain why more female teachers were not appointed to head teacher positions. However, the data suggest that male teachers were generally preferred for appointment to head teacher positions in this province.

Teaching locations of teachers and head teachers

Primary and community schoolteachers served in both rural and urban schools. Teachers and head teachers were asked to indicate the location of the schools they served in, to establish how teacher appointment impacted teachers in rural and urban schools.

As Table 3 shows, most of the primary and community school teachers served in rural communities (89% of teachers and 98% of head teachers). This suggests that, given the challenges with delivery of teaching materials and provision of professional support to rural schools, the *Special Education Gazette* may arrive late in these schools as well. Most teachers who participated in this survey teach in rural areas.

Table 3: Teaching locations nominated by survey respondents

Teacher type & location	N (%)
Teachers	
Urban	21(10.6%)
Rural	177 (89.4%)
Total	198
Head teachers	
Urban	1 (2%)
Rural	49 (98%)
Total	50

Agency of primary schools in which teachers taught

Government and church agencies both play a vital role in basic education service delivery in this province. Table 4 presents the proportion of teachers and head teachers serving in government and church agency schools.

Table 4: Agency of community and primary schools in which teachers and head teacher respondents taught

Agency	Teachers		Agency	Head teachers	
	N	%		N	%
Government	67	34.2	Government	20	40.8
Catholic	37	18.9	Catholic	9	18.4
United Church/Kwato	72	36.7	United Church/Kwato	14	28.6
Assembly of God	2	1.0	Assembly of God	4	8.2
Anglican	18	9.2	Anglican	2	4.0
Total	196	100	Total	49	100

As shown in Table 4, the majority of teachers (66% of teachers and 59% of head teachers) served in church agency schools, while the rest served in government schools. As mentioned earlier, 67% of the community and primary schools were operated by church agencies.

One could assume that, in such a situation, both the PEB and the church agencies' appointing authorities would participate equally in the making of teacher

appointments to positions in the schools. Unfortunately, communication amongst church agencies and the PEB about teacher appointment in this province is challenging, as reflected in the following comments by teachers:

The PEB and church agencies do not communicate well about teacher appointment. The church agencies have their own choices for the teachers they want. Some of us apply for vacant positions advertised in the Special Education Gazette in the church schools which we are eligible for, but we miss out because of this.

I was told by the provincial education office staff that I was appointed to a teaching position in a particular church school. When I arrived at the school, I was told that I was not on the staffing list. The school already had a teacher in the position I was appointed to. I was told to sort out the issue with the Provincial Education Office.

This reflects a lack of consultation and communication between church agencies and the PEB regarding teacher appointment. Such situations can result in teachers who have applied for positions through the *Special Education Gazette* missing out on confirmation of their substantive level (teachers who apply for positions that they are eligible for, that are advertised in the Special Education Gazette and if they win them (are appointed to them), then they are confirmed to those particular substantive levels), especially when the PEB and church agencies are unable to reach a consensus about teacher appointments during appointments through the Special Education Gazette. Such impasses may also occur during the acting appointment process, which may result in teachers not having a position at the beginning of the school year and may create teacher shortages in some schools.

Age of teachers

Teachers and head teachers' age can influence their choice of school location. In this province, young female teachers refused to teach in remote schools because of what they view to be security concerns:

When my family heard that I was going to that area they were horrified, they told me that people in that area kill people and there is a lot of sorcery...I was scared. My family wanted me to teach in a school close to home so they can look out for me so I am teaching in a school near my village. For us single young females, security is a concern in some areas. When we hear about security issues in a certain area, we refuse to go there.

Security issues were generally associated with the location of the schools. Teachers with teenage children, especially girls, and single female teachers were generally unwilling to serve in communities that were reputed to be unsafe. Table 5 presents data on the teachers' and head teachers' ages.

Table 5: Age of teacher and head teacher respondents

Teachers			Head teachers		
Age group	N	%	Age group	N	%
20–25	24	12.4	20–25	1	2.0
26–30	35	18.1	26–30	1	2.0
31–35	38	19.7	31–35	5	10.0
36–40	30	15.5	36–40	9	18.0
41–45	23	11.9	41–45	12	24.0
46–50	19	9.8	46–50	12	24.0
Over 50	24	12.1	Over 50	10	20.0
Total	193	100	Total	50	100

A small percentage of teachers (12% of teachers and 2% of head teachers) were aged between 20 and 25 years. Another small percentage (18% of teachers and 2% of head teachers) were between 26 and 30 years old. The majority (69% of teachers and 98% of head teachers) were aged from 31 to over 50 years. Most (91%) of the head teachers' ages ranged from 36 to over 50. This suggests that older teachers were preferred for teaching and head teacher appointments in this province. This does not necessarily mean that they were the most effective and productive group of teachers. The study did not establish whether these teachers were appointed on merit.

Teaching experience of teachers and head teachers

Experienced teachers and head teachers are assets in the education field because their support for students' learning may add quality to learning and personal development. Teaching experiences acquired over the years can influence the types of support that are provided in classroom environments to encourage students' learning and their desire to stay in school and complete their education. Table 6 presents teachers' and head teachers' teaching experience.

Table 6: The teaching experience of teachers and head teachers

Teachers			Head teachers		
Years	N	%	Years	N	%
5 years or less	36	18.4	5 years or less	4	8.2
6–10	38	19.4	6–10	6	12.2
11–15	33	16.8	11–15	8	16.3
16–20	24	12.2	16–20	11	22.4
21–30	45	23.0	21–30	13	26.6
31–40	18	9.2	31–40	7	14.3
Over 40	2	1.0	Over 40	0	0
Total	196	100	Total	49	100

Only a small percentage of teachers (18% of teachers and 8% of head teachers) had been teaching for five years or less. Most (82%) had more than ten years teaching experience; only 1% exceeded forty years of teaching experience. In contrast, 92% of the head teachers had eleven to forty years of teaching

experience. This shows that many of the teachers who were appointed to teaching and head teacher positions in this province were more experienced teachers.

Number of years of experience of teachers and head teachers at their current schools

The duration of service of teachers and head teachers in their current schools varied. Some of the teachers who had served for less than a year were either new graduates or teachers who had transferred from other schools. As Table 7 shows, two-thirds of the survey respondents (66% of teachers and 67% of head teachers) had served in their current schools for three years or less. This suggests that teachers were generally appointed to a new school after three years. (Tenure policy is discussed in more detail below.) However, a notable percentage of teachers (34% of teachers and 33% of head teachers) had been serving in their current schools for more than three years. Some teachers were of the view that such a practice was not in the best interest of the schools and students, as highlighted in this excerpt from a focus group discussion:

Some teachers have been in the same school for so many years. Some of them come late and do not really care about the school and teaching the students. They are unproductive and they seem to get away with it...Some schools are not willing to take some of them because they are troublemakers...so they stay for many years in the same schools.

Table 7: Number of years of experience of teachers and head teachers at their current schools

Teachers			Head teachers		
Years	N	%	Years	N	%
Less than 1	14	7.1	Less than 1	9	18.8
1–3	117	59.0	1–3	23	47.9
4–6	30	15.2	4–6	8	16.7
7–9	18	9.1	7–9	4	8.3
10–12	17	8.6	10–12	4	8.3
13–15	1	0.5	13–15	0	0.0
More than 22	1	0.5	More than 22	0	0.0
Total	198	100	Total	48	100

Clearly, many teachers were allowed to stay on in their current schools for four years or more. Teacher tenure policy stipulates that teachers—unless they are given a good evaluation by the standards officers, or have successfully applied for a position through the *Special Education Gazette*—must not remain in the same school for more than three years. The study could not establish whether the TSC had granted extensions to these teachers. If not, then the provincial teacher appointment authority would not be acting in compliance with the tenure policy.

Home provinces of teachers and head teachers

Survey participants were asked to indicate their home provinces (Table 8). The majority (89% of teachers and 82% of head teachers) were from Milne Bay Province. Smaller percentages were from other provinces: East New Britain (3% of teachers), West New Britain (2% of head teachers), Manus (4% of head teachers), the Autonomous Region of Bougainville (1% of teachers), Madang (1% of teachers and 2% of head teachers), Morobe (1% of teachers), Eastern Highlands (1% of teachers), Central (3% of teachers), Oro (3% of teachers and 10% of head teachers), Gulf (1% of teachers) and Western (1% of teachers).

Table 8: The home provinces of teachers and head teachers

Teachers			Head teachers		
Home province	N	%	Home province	N	%
East New Britain	5	2.5	East New Britain	0	0.0
West New Britain	0	0.0	West New Britain	1	2.0
Manus	0	0.0	Manus	2	4.0
Autonomous Region of Bougainville	1	0.5	Autonomous Region of Bougainville	0	0.0
Madang	1	0.5	Madang	1	2.0
Morobe	1	0.5	Morobe	0	0.0
Eastern Highlands	1	0.5	Eastern Highlands	0	0.0
Milne Bay	175	89.0	Milne Bay	41	82.0
Central	5	2.5	Central	0	0.0
Oro	5	2.5	Oro	5	10.0
Gulf	2	1.0	Gulf	0	0.0
Western	1	0.5	Western	0	0.0
Total	197	100	Total	50	100

The logistics and costs involved in recruiting teachers from other provinces—including travel, leave fares, and accommodations—have a strong influence on recruiting decisions. The *wantok* system or nepotism as shown in Table 9 also thrives in this kind of environment where everyone knows each other. This can contribute to the breakdown in merit-based teacher appointment. The lack of accommodations in schools may also influence decisions to appoint local teachers, since they are more likely to be able to find accommodations in their villages or lodge with their wantoks. This suggests that the appointing authorities had a high preference for appointing teachers from this province and the neighbouring province, Oro. This practice, however, limits the opportunities for local teachers to interact professionally with teachers from other provinces, who may have different teaching perspectives and practices.

Appointment of teachers to teaching and head teacher positions

How teachers are appointed to teaching positions

Teachers and head teachers were asked to explain in their own words how teacher appointment was carried out in this province (Table 9). Many teachers (75% of

teachers and 58% of head teachers) were of the view that teacher were appointment when they applied for positions advertised in the *Special Education Gazette*. This suggests that appointment through the Gazette does work in this province. Some (19% of teachers and 24% of head teachers) perceived teacher appointment to be done by the PEB. A few (5% of teachers and 8% of head teachers) were of the view that teachers were appointed through nepotism. A few were of the view that forced appointments (the appointed had not been discussed with the teachers concerned before the appointment is finalised) were practiced in this province. Teacher appointment by the PEB is on an acting basis. The teachers expressed some frustration with the acting appointment process:

[There is] too much wantok system in teacher appointments here...during acting appointment they appoint their wantoks and friends to the schools of their choice...some of us are just told to go to schools that we did not apply for or have no interest in...but many of us accept it...because we are afraid of being placed in the pool.

Teachers are placed in the pool when no teaching positions are available. They are not paid while they are waiting to be placed in teaching positions. The waiting period can take months or even a few years.

Table 9: Perceptions of teachers and head teachers of teacher appointment

Teachers		Head teachers			
Responses	N	%	Responses	N	%
Through the <i>Special Education Gazette</i>	144	75.0	Through the <i>Special Education Gazette</i>	29	58.0
Forced to take up positions	2	1.0	Forced to take up positions	2	4.0
By Provincial Education Board	37	19.3	By Provincial Education Board	12	24.0
Through nepotism	9	4.7	Through nepotism	4	8.0
Board of Management recommendation	0	0.0	Board of Management recommendation	3	6.0
Total	192	100	Total	50	100

This suggests that some anomalies occurred during the acting teacher appointment process. This could be a result of an inefficient acting appointment strategy. Acting appointments have to be made to fill teaching positions that are still vacant after the appointments that are done through the *Special Education Gazette* have been concluded. Many teachers who participated in this study were able to apply for and win positions advertised in the *Special Education Gazette*. However, many more missed out and therefore were appointed to vacant positions

by the PEB on an acting basis. Survey responses also suggest that forced appointments and nepotism occur during the teacher appointment process.

Advice of postings

Late resumption of teaching duties is a persistent issue. Teachers and head teachers generally did not receive confirmation of their appointments before the end of the school year. Consequently, they arrived late at their new schools. The school year in PNG generally begins at the end of January and ends during the second week of December. Timely notification is crucial to enable teachers to prepare to move to their new school locations before the school year commences. Teachers and head teachers were asked when they were notified of their teacher appointments (Table 10).

Table 10: Perceptions of teachers and head teachers about advice of postings

Responses	Teachers		Head teachers		
	N	%	Responses	N	%
Late November/December	30	15.5	Late November/December	14	28.6
January/beginning of school year	24	12.4	January/beginning of school year	8	16.3
At resumption/first week of school	3	1.6	At resumption/first week of school	3	6.1
During Christmas vacation	99	51.3	During Christmas vacation	19	38.8
Always very late	33	17.1	Always very late	4	8.2
A few weeks before resumption week	3	1.6	A few weeks before resumption week	0	0
Middle of the year	1	0.5	Middle of the year	1	2.0
Total	193	100	Total	49	100

As Table 10 shows, only a small percentage of teachers (16% of teachers and 29% of head teachers) said they were informed of their postings for the new school year in late November or December. Many (51% of teachers and 30% of head teachers) said they were informed during the Christmas vacation, and some (17% of teachers and 8% of head teachers) said they were always informed late, while others said they were notified at various times during the new year.

How teachers are notified of their postings

One result of late teacher and head teacher appointments is that appointing authorities are often pressured to notify appointees during the school vacation. Communication with teachers is difficult during this period. Written notification is often abandoned in favour of alternate means because of the strong possibility that written notices would not reach teachers. Survey respondents were asked how

they were notified of their teacher appointments. None of the teachers said that they received written notification. Teachers made the following comments:

In the past we used to receive written notification slips about our postings. We got them before the end of the school year so before we went on holidays we already knew where we were going to teach in the new year so we made preparations to move to our new schools.

We had time to prepare for our transfer and got to our new schools on time. Now they just read them out on the radio. Some of us do not have radio reception in our area so we do not get the message on our postings.

The majority of the teachers (89% of teachers and 96% of head teachers) learned of their teaching appointments through the radio (Table 11).

Table 11: How teachers and head teachers are notified of their appointments

Teachers				Head teachers			
Responses	N	%	Responses	N	%		
Through the radio	170	88.5	Through the radio	48	96.0		
Through friends in the street	5	2.6	Through friends in the street	0	0		
Through fellow teachers	1	0.5	Through fellow teachers	0	0		
Through enquiries at provincial headquarters	15	7.9	Through enquiries at provincial headquarters	1	2.0		
Through others who heard about the appointment	1	0.5	Through others who heard about the appointment	1	2.0		
Total	192	100	Total	50	100		

Both late notice and lack of written notice are breaches of Teaching Service Commission directives that state that teachers must receive written confirmation of their appointments before the end of the school year (Department of Education 2001: 22–23).

Consideration of the interests of teachers and head teachers in the appointment process

A section of the teacher application form encourages applicants to state their preferred position so as to guide decisions on appointments. Some teachers also write additional letters to support their choice of teaching position. Survey respondents were of the general view that their interests were not taken into consideration during the appointment process:

No, because we are not posted to where we applied to teach. They never consider our special reasons such as wife/husband working with other departments.

No, they do not consider our written information the ones we attach to our application. We waste our time filling in this information they are not used during the appointment process.

There is also a section in the form that ask for our preferences we write down our preferences interests reasons but they ignore them.

These responses suggest that the information provided by teachers to guide authorities' decisions during the teacher appointment process was generally not used well. Table 12 presents the teachers' and head teachers' views on this issue.

Table 12: Perceptions of teachers and head teachers of the consideration of their interests in the appointment process

Responses	Teachers		Responses	Head teachers	
	N	%		N	%
Yes	21	10.8	Yes	11	22.9
No	88	45.1	No	19	39.6
Sometimes	86	44.1	Sometimes	18	37.5
Total	195	100	Total	48	100

As Table 12 shows, many teachers (45% of teachers and 40% of head teachers) were of the view that their interests were not considered at all during the appointment process. A slightly smaller number (44% of teachers and 38% of head teachers) were of the view that their interests were only considered sometimes. Only 12.7% of teachers and 14% of head teachers expressed the view that teachers' interests were always considered. This suggests that teachers' interests were generally not considered during the teacher appointment process.

Acceptance of appointments by teachers

Refusal of appointments by teachers and head teachers

Teachers and head teachers are expected to be at schools that they have been appointed to before the new school year commences. However, this is unlikely to happen particularly when teachers refuse to take up their teaching appointments. Teachers were asked if they had ever refused a teaching position (Table 13). Many (47% of teachers and 41% of head teachers) said they had never refused an appointment. However, over half (53% of teachers and 59% of head teachers) said they had refused an appointment sometime in their teaching career. This shows teachers' discontent with the teacher appointment process. It also suggests that some schools may not have teachers for part of the year.

Table 13: Refusal of appointments by teachers and head teachers

Responses	Teachers		Head teachers		
	N	%	Responses	N	%
Yes	100	53.0	Yes	29	59.2
No	89	47.0	No	20	40.8
Total	189	100	Total	49	100

Reasons for refusing appointments

Teachers and head teachers refused to take up appointments for various reasons (Table 14). Many (39% of teachers and 13% of head teachers) said they had refused an appointment because of family or personal issues. A notable percentage (20% of teachers and 25% of head teachers) said they had refused an appointment because the appointment was not of their choice. Other reasons for refusal included location of the school (12% of teachers and 9% of head teachers), which was generally associated with lack of service (6% of teachers and 6% of head teachers); security concerns (8% of teachers and 9% of head teachers); eligibility and tenure issues (8% of teachers and 31% of head teachers); late appointment (4% of teachers and 3% of head teachers) and lack of accommodations and toilet facilities (4% of teachers and 6% of head teachers). This is consistent with other survey responses that indicate that the most common reasons for teachers' refusal of appointments were family and personal issues and appointments that were not of their choice. Family issues included unavailability of schooling at the appropriate grade for teachers' children, lack of health care, and other issues associated with older children and family finances. These are presented in more detail in Table 16.

Table 14: The reasons given by teachers and head teachers for refusing appointments

Responses	Teachers		Head teachers		
	N	%	Responses	N	%
Family and personal problems	39	38.6	Eligibility and tenure issues	10	31.3
Appointment not teacher's choice	20	19.8	Appointment not teacher's choice	8	25.0
Location of schools	12	11.9	Family and personal problems	4	12.5
Security concerns	8	7.9	Location of schools	3	9.4
Eligibility and tenure issues	8	7.9	Security concerns	3	9.4
Lack of government and other services	6	5.9	No accommodation or toilet facilities	2	6.2
Late appointment	4	4.0	Lack of government and other services	1	3.1
No accommodation or toilet facilities	4	4.0	Late appointment	1	3.1
Total	101	100	Total	32	100

Actions taken by teachers and head teachers if appointments are not according to their choice

Teachers and head teachers dealt with forced appointments in various ways. They were asked what they would do if they were given teaching appointments that were not of their choice (Table 15). A notable percentage (61% of teachers and 59% of head teachers) said they would challenge the appointment; some (22% of teachers and 33% of head teachers) said they would refuse to take up the appointment; and a smaller number (17% of teachers and 8% of head teachers) said they would take up the appointment even if they were unhappy with it. The decision to accept a forced appointment was generally influenced by the fear of losing a regular income when teachers were placed in the pool. As one teacher said, “we fear swimming in the pool”. (Teachers are suspended from the payroll when they are placed in the pool.) Nonetheless, most teachers expressed willingness to challenge their appointments if they viewed them as unjust.

Table 15: Actions taken by teachers and head teachers when appointments are not according to their choice

Teachers			Head teachers		
Responses	N	%	Responses	N	%
Challenge the appointment	119	60.7	Challenge the appointment	29	59.1
Refuse to take up the position	44	22.4	Refuse to take up the position	16	32.7
Still take up position	33	16.9	Still take up position	4	8.2
Total	196	100	Total	49	100

Perceptions of other teachers' reasons for refusing appointments

Teachers and head teachers were also asked to suggest reasons for other teachers' refusal of teaching appointments (Table 16). The most common responses were dissatisfaction with the appointment (25% of teachers and 32% of head teachers); location of the school (25% of teachers and 18% of head teachers), which is associated with lack of services; family and personal issues (30% of teachers and 10% of head teachers), which is associated with health, children's education and compassionate (death in family) issues; logistics and cost of travelling to the school (13% of teachers and 34% of head teachers), which is associated with teachers' inability to pay for their own transfer costs, road conditions, and irregular public transport services. This suggests that teachers had concerns about possible consequences for their and their families' welfare if they accepted certain appointments.

Table 16: Perceptions of other teachers' reasons for refusing their appointments

Teachers			Head teachers		
Responses	N	%	Responses	N	%
Family and personal reasons	60	30.5	Logistics and costs of getting to the school	17	34.0
Unhappy with appointment	50	25.4	Unhappy with appointment	16	32.0
Location of school	50	25.4	Location of school	9	18.0
Logistics and cost of getting to the school	25	12.7	Family and personal reasons	5	10.0
Security concerns	7	3.5	Security concerns	3	6
No accommodations in the school	5	2.5	No accommodations in the school	0	0
Total	197	100	Total	50	100

Perceptions of actions taken by other teachers when appointments are not of their choice

Survey participants were asked to indicate what actions other teachers would take if they were offered appointments that were not of their choice. They provided reasons that were similar to their own (Table 17). The most common answers were: challenge the appointment (48% of teachers and 33% of head teachers), refuse to accept the appointment (25% of teachers and 39% of head teachers), and take up the appointment anyway (12% of teachers and 8% of head teachers). Other actions that respondents perceived other teachers as likely to take were: resign from teaching (6% of teachers and 14% of head teachers), seek advice from the TSC (3% of teachers and 2% of head teachers), and swap with another teacher (1% of teachers). The head teachers, on the other hand, suggested that other teachers would resume work late or be frequently absent from school.

Table 17: Perceived actions of other teachers when appointments are not of their choice

Teachers			Head teachers		
Responses	N	%	Responses	N	%
Challenge appointment	94	48.4	Refuse to take up appointment	19	38.9
Refuse to take up appointment	49	25.3	Challenge appointment	16	32.7
Take up appointment	24	12.4	Resign from teaching	7	14.2
Resume work late	13	6.7	Take up appointment	4	8.2
Resign from teaching	7	3.6	Resume work late	1	2.0
Seek advice from Teaching Service Commission	5	2.6	Seek advice from Teaching Service Commission	1	2.0
Frequently absent from school	0	0	Frequently absent from school	1	2.0
Swap with another teacher	2	1.0	Swap with another teacher	0	0.0
Total	194	100	Total	49	100

Survey participants suggested that a large percentage of other teachers and head teachers were likely to either challenge their appointments or refuse to take up their appointments. It seems that many teachers resort to informal ways of challenging their appointments. This practice could be attributed to the dysfunctional appeals process.

Actions taken by the appointing authority against teachers who refuse their appointments

In cases where teachers and head teachers refused to accept positions that they had not applied for, the PEB reacted in various ways in an attempt to coerce teachers into accepting the positions. Perceived PEB actions are presented in Table 18. Many survey participants (46% of teachers and 63% of head teachers) were of the view that the PEB would place teachers in the pool if they refused their teacher appointments. Others (34% of teachers and 18% of head teachers) were of the view that the PEB would issue threats to remove the teachers from the payroll if they refused teaching appointments. When teachers are placed in the pool they do not fill in the Resumption of Duty Summary Sheet (RoDSS). Therefore, they are automatically put off the pay roll when their RoDSS is not received in the payroll section of NDoE at a certain period of time.

Table 18: Perceived actions taken by the PEB against teachers who refuse their appointments

Responses	Teachers		Head teachers			
	N	%	Responses	N	%	
Place teachers in the pool	87	45.8	Place teachers in the pool	31	63.3	
Issue threats or take teachers off the payroll	64	33.7	Issue threats or take teachers off the payroll	9	18.4	
Place teachers in other positions	28	14.7	Place teachers in other positions	5	10.2	
Send teachers to remote schools	11	5.8	Send teachers to remote schools	0	0	
Given acting appointment	0	0	Given acting appointment	2	4.1	
Force teachers to take up appointment	0	0	Force teachers to take up appointment	1	2.0	
Ignore teachers' appeals	0	0	Ignore teachers' appeals	1	2.0	
Total	190	100	Total	49	100	

Respondents also suggested that the PEB placed teachers and head teachers who were unhappy with their appointments in other teaching positions (15% of teachers and 10% of head teachers), sent them to remote schools (6% of teachers), forced them to take up the appointments (2% of head teachers), gave

them acting appointments elsewhere (4% of head teachers) or ignored the teachers' appeals (2% of head teachers). Thus, there was a general agreement that the PEB was more inclined to use retaliatory measures to address teachers' refusal of appointments, rather than encourage teachers to use the formal appeals processes stipulated under the *Teaching Service Act*.

Resumption of duties by teachers

Problems associated with the resumption of duty process

Late resumption of teaching duties at the start of the new school year is an issue faced by many schools throughout PNG. Survey participants were asked to name problems associated with teachers' resumption of duties (Table 19). Among the problems they mentioned were late appointment (50% of teachers), late resumption (46% of head teachers), logistics and cost of getting to schools (14% of teachers and 24% of head teachers), late submission of Resumption of Duty Forms to headquarters (24% of teachers and 6% of head teachers), and late notification of teacher appointments (8% of teachers and 4% of head teachers). Thus, the most common problems associated with late resumption of teaching duties were related to administrative aspects of teacher appointment and deployment.

Table 19: Perceptions of teachers and head teachers of the problems associated with the resumption of duty process

Responses	Teachers		Head teachers		
	N	%	Responses	N	%
Late appointment	76	40.9	Late resumption of duties	23	46.9
Late submission of resumption-of-duty forms to headquarters	44	23.7	Logistics and cost of getting to school	12	24.5
Logistics and cost of getting to school	26	14.0	Poor organisation	7	14.3
Poor organisation	19	10.2	Late submission of resumption-of-duty forms to headquarters	3	6.1
Late or no notification of appointment	16	8.6	Late or no notification of appointment	2	4.1
Poor communication	3	1.5	Poor communication	0	0
No accommodation in school	2	1.1	No accommodation in school	2	4.1
Total	186	100	Total	49	100

Reasons given by teachers and head teachers for resuming their duties late

Teachers and head teachers were asked to identify reasons for late resumption of teaching duties (Table 20). The most common reason (identified by 65% of teachers and 52% of head teachers) was the logistics and cost of getting to the appointed school. Another major reason was late or no notification of teacher appointments (12% of teachers). Weather and road conditions (11% of teachers and 22% of head teachers) and family and personal issues (7% of teachers), and late appointment (4% teachers and 22% head teachers) were also mentioned as contributing to late resumption of teaching duties. Other, less frequently mentioned factors were discontentment with teacher appointment, family issues, no accommodation and tribal conflicts.

Table 20: Reasons given by teachers and head teachers for late resumption of duties

Responses	Teachers		Responses	Head teachers	
	N	%		N	%
Logistics and cost of getting to school	127	64.5	Logistics and cost of getting to school	26	52.0
Late or no notification of appointment	23	11.7	Late or no notification of appointment	0	0
Weather and road conditions	21	10.6	Weather and road conditions	11	22.0
Family and personal issues	13	6.6	Family and personal issues	1	2.0
Late appointment	7	3.6	Late appointment	11	22.0
Unhappy with appointment	5	2.5	Unhappy with appointment	0	0
Tribal Conflict	0	0	Tribal Conflict	1	2.0
No accommodation	1	0.5	No accommodation	0	0
Total	197	100	Total	50	100

One teacher described the problem this way:

We resume teaching late because it is difficult for us to fund our own transfer costs... The cost of goods and services are very expensive now...our salaries are not much...we cannot make any savings...we cannot afford to transport our families and the goods we need to the new school locations...this is very expensive...food is very expensive now too...community support is not strong like in the past...nothing is free now ...like food...this used to be free...now they sell them to us... we try to secure money for all these before we can go...so some of us arrive late in our schools.

The reasons given for teachers' late resumption of duties can be attributed to the failure of the PEB and the TSC to effectively and sensibly carry out their mandated roles and responsibilities in teacher appointments such as punctuality in printing the special education gazettes, confirmation teacher appointments and notification of teachers of their postings.

Other teachers' reasons for resuming their duties late

When asked to give their views on why other teachers resumed their teaching duties late, teachers and head teachers suggested reasons similar to their own, although in slightly different proportions (Table 21). The most common reasons given were inadequate logistical and financial support for travel to school (55% of teachers and 36% of head teachers), discontentment with teacher appointments (17% of teachers and 22% of head teachers), late or no notification of teacher appointment (12% of teachers and 6% of head teachers), family and personal issues (11% of teachers and 12% of head teachers), late appointment (6% of teachers and 14% of head teachers) and weather and road conditions (8% of head teachers).

Table 21: Perceptions of teachers and head teachers of why other teachers resume their duties late

Responses	Teachers		Responses	Head teachers	
	N	%		N	%
Inadequate logistical and financial support to travel to schools	109	55.1	Inadequate logistical and financial support to travel to schools	18	36.8
Unhappy with appointment	33	16.7	Unhappy with appointment	11	22.4
Late or no notification of appointment	23	11.6	Late appointment	7	14.3
Family and personal issues	22	11.1	Family and personal issues	6	12.2
Late appointment	11	5.5	Weather or road conditions	4	8.2
Late or no notification of appointments	0	0	Late or no notification of appointments	3	6.1
Total	198	100	Total	49	100

One focus group participant described the problem as follows:

This province is a maritime province... boat fares are expensive...even land transport for inland schools [is] expensive for us... if we do not have money we do not travel on time to our schools... some of us wait for loans so we can pay for transport.

Thus, inadequate logistical and financial support for teachers' transfer to their new schools, discontentment with teacher appointments, late notification of appointments, late appointments and weather and road conditions were suggested as the main reasons for teachers' and head teachers' late resumption of duties.

Strategies recommended by teachers and head teachers to ensure that teachers resume their duties on time

Participants were also asked to recommend ways to ensure that teachers resume their duties on time (Table 22). The most common recommendations were as follows: provide logistical and financial support for teachers' travel to their schools (53% of teachers and 44% of head teachers), provide early notification of teacher appointments (43% of teachers and 42% of head teachers), provide appropriate accommodations for teachers (3% of teachers and 4% of head teachers), avoid or minimise late teacher appointments (2% of teachers and 8% of head teachers), and do not separate teaching couples (2% of head teachers). This suggests that teachers and head teachers believed that the problems that contribute to late resumption of teaching duties can be addressed if the PEB and the TSC target and effectively address the core problems of teacher appointments. These include timely distribution of the *Special Education Gazette*, timely appointments and notifications, effective planning and implementation of logistics to move teachers to the schools and efficient handling of teachers' RoDSSs.

Table 22: Strategies recommended by teachers and head teachers to ensure that teachers resume their duties on time

Responses	Teachers		Head teachers		
	N	%	N	%	
PEB & TSC provide logistical support	104	52.5	PEB & TSC provide logistical support	22	44.0
Early notification of appointment	85	43.0	Early notification of appointment	21	42.0
Schools should provide appropriate accommodation for teachers	5	2.5	Avoid or minimize late appointments	4	8.0
Avoid or minimize late appointments.	4	2.0	Schools should provide appropriate accommodations for teachers.	2	4.0
Teaching couples should not be separated during appointments.	0	0	Teaching couples should not be separated during appointments	1	2.0
Total	198	100	Total	50	100

Strengths and weaknesses of the teacher appointment***Strengths of the teacher appointment process***

Teachers and head teachers were asked to identify strengths in the teacher appointment process (Table 23). A small percentage (16% of teachers and 11% of head teachers) were of the view that there were no strengths. The strengths identified by other teachers were logistical support for teacher deployment (28% of teachers and 27% of head teachers), giving priority to serving teachers during teacher appointment (17% of teachers and 13% of head teachers), basing appointments on merit (14% of teachers and 11% of head teachers), teachers being able to fight for their rights (12% of teachers and 11% of head teachers), full staffing at many schools (10% of teachers and 9% of head teachers), screening of new graduates (2% of teachers and 4% of head teachers), application through the District Employment Office (1% of teachers and 4% of head teachers), the willingness of some teachers to teach in remote schools (4% of head teachers), and teachers being able to retain their positions for a reasonable period of time (three years) (4% of head teachers). Thus, despite the fact that most respondents identified some strengths in the way teachers were appointed in the province, there were still issues with the teacher appointment process.

Table 23: Perceptions of teachers and head teachers of strengths in the teacher appointment process

Responses	Teachers		Responses	Head teachers	
	N	%		N	%
Logistical support is given for teacher deployment	38	28.4	Logistical support is given for teacher deployment	12	27.0
Serving teachers given priority	23	17.2	Serving teachers given priority	6	13.3
None	21	15.7	None	5	11.1
Some teachers appointed on merit	19	14.2	Some teachers appointed on merit	5	11.1
Teachers able to fight for their rights	16	11.9	Teachers able to fight for their rights	5	11.1
Many schools are fully staffed	13	9.7	Many schools are fully staffed	4	8.8
New graduates are screened	3	2.2	New graduates are screened	2	4.4
Application through District Education Office	1	0.7	Application through District Education Office	2	4.4
Some teachers willing to teach in remote schools	0	0	Some teachers willing to teach in remote schools	2	4.4
Teachers retain positions for reasonable period (3 years).	0	0	Teachers retain positions for a reasonable period (three years).	2	4.4
Total	134	100	Total	45	100

Weaknesses of the teacher appointment process

Participants were asked to identify weaknesses in the teacher appointment process (Table 24). The most commonly mentioned were inadequate logistical and financial support for teachers' travel to their schools (26% of teachers and 35% of head teachers), late notification of teacher appointment (25% of teachers and 18% of head teachers), nepotism and corrupt practices during teacher appointment (11% of teachers and 14% of head teachers), lack of respect for teachers' rights and interests (10% of teachers and 2% of head teachers), late arrival of the *Special Education Gazette* (9% of teachers and 8% of head teachers), lack of data to guide decisions on teacher appointment (7% of teachers and 2% of head teachers), lack of concern by the PEB for teachers' welfare (5% of teachers and 4% of head teachers), teachers' unwillingness to teach in remote schools (4% of teachers and 8% of head teachers), teachers being placed in more than one position (2% of teachers and 6% of head teachers), and teachers occupying the same position for too long (1% of teachers and 2% of head teachers). This suggests that teachers were of the view that appointments were influenced by nepotism and corrupt practices during the teacher appointment process. It also suggests that teachers were of the view that these weaknesses were primarily the result of the PEB's and TSC's inability to carry out their mandated roles and responsibilities in ensuring that the teacher appointment process complies with the provisions of the *Teaching Service Act*, the *Education Act* and related policies.

Table 24: Perceptions of teachers and head teachers of the weaknesses in the teacher appointment process

Teachers				Head teachers			
Responses	N	%	Responses	N	%		
Inadequate provincial logistical and financial support	44	26.0	Inadequate provincial logistical and financial support	17	34.7		
Late notification of teacher appointments	43	25.4	Late notification of teacher appointments	9	18.4		
Nepotism and corruption influence appointments	18	10.7	Nepotism and corruption influence appointments	7	14.3		
Teachers' rights and interests are not respected.	17	10.1	Late arrival of <i>Special Education Gazette</i>	4	8.2		
Late arrival of the <i>Special Education Gazette</i> late.	15	8.9	Teachers are unwilling to teach in remote schools.	4	8.2		
There are no data to inform the Provincial Education Board on appointments	11	6.5	Some teachers occupy more than one position	3	6.1		
The Provincial Education Board is not concerned about teachers' welfare	9	5.3	The Provincial Education Board is not concerned about teachers' welfare	2	4.1		

Table 24 (cont'd)

Responses	Teachers		Responses	Head teachers	
	N	%		N	%
Teachers are unwilling to teach in remote schools	7	4.1	Teachers' rights and interests are not respected	1	2.0
Some teachers occupy more than one position.	4	2.4	There are no data to inform the Provincial Education Board on appointments	1	2.0
Some teachers occupy one position for too long.	1	0.6	Some teachers occupy one position for too long	1	2.0
Total	169	100	Total	49	100

How the teacher appointment process can be improved

Participants were asked to make recommendations that would address the weaknesses they had identified (Table 25). The strongest recommendations were as follows: logistical support for teachers' transfers to new schools should be strengthened (29% of teachers and 28% of head teachers); the *Special Education Gazette* should arrive in ample time to allow teachers to apply for vacancies before the closing dates (21% of teachers and 15% of head teachers); teacher appointments should be based on merit (14% of teachers and 13% of head teachers); teachers' interests and rights should be considered during the appointment process (11% of teachers and 9% of head teachers); teachers should be formally notified of their appointments (8% of teachers and 4% of head teachers); ineffective officers should be replaced (7% of teachers and 11% of head teachers); schools should provide teachers' accommodations (4% of teachers and 4% of head teachers); recommendations of standard officers, boards of management, church agencies and district education offices should be considered (3% of teachers and 9% of head teachers); teachers should serve out their tenures before being moved (2% of teachers and 2% of head teachers); and teachers in the pool should be considered for appointment (1% of teachers and 4% of head teachers).

Table 25: Suggestions of teachers and head teachers to improve the teacher appointment process

Responses	Teachers		Responses	Head teachers	
	N	%		N	%
Strengthen logistical support for moving teachers to school	51	29.3	Strengthen logistical support for moving teachers to school	13	28.3
Send the <i>Special Education Gazette</i> to the provinces early	37	21.3	Send the <i>Special Education Gazette</i> to the provinces early	7	15.2

Table 24 (cont'd)

Responses	Teachers		Responses	Head teachers	
	N	%		N	%
Appoint teachers on merit	24	13.8	Appoint teachers on merit	6	13.0
Consider teachers' rights and interests	19	10.9	Replace ineffective appointment officers	5	11.0
Teachers formally notified of their appointments	14	8.0	Consider teachers' rights and interests	4	8.7
Replace ineffective appointment officers	12	6.9	Consider recommendations of standard officers, boards of management, church agencies, and district education officers	4	8.7
Schools must provide accommodation	7	4.0	Consider teachers in the pool for appointment	2	4.3
Consider the recommendations of standard officers, boards of management, church agencies, and district education officers	5	2.9	Formally notify teachers of their appointments	2	4.3
Teachers should serve out their tenure	4	2.3	Schools must provide accommodation	2	4.3
Consider teachers in the pool for appointment	1	0.6	Teachers should serve out their tenure	1	2.2
Total	174	100	Total	46	100

Survey participants made the following recommendations:

This wantok system must stop... teachers should be appointed on merit...if they are eligible and apply for positions to gain substantive levels...this should be considered seriously for them...that is if the Special Education Gazette arrive in the schools on time so that teachers can apply through them...some of us have lost our eligibility levels because we have not been given the opportunity to apply through this gazette...they arrive very late in our schools.

We are also expected to pay for our own transfer costs to the schools... we do not have money for this...this is a very expensive exercise for many of us...we just cannot afford it...PEB and TSC should support this.

The provincial government should buy a boat to transport the teachers to their schools...this is a maritime province...we can only travel to schools...when the weather is fine...so organise a boat for the teachers during this time ...so they can get to their schools before the rough weather sets in...but our appointments must be confirmed earlier...so teachers can prepare to travel before bad weather sets in.

Again, logistical support for teachers' transfer to their new schools was a common issue. Participant responses also suggest that there were anomalies in the teacher appointment process in this province—for example, cases where appointments were not made based on merit and teachers were unable to secure their substantive levels because the *Special Education Gazette* arrived too late for them to apply to open positions. Furthermore, teachers were expected to pay for their own travel costs. Teachers' recommendations in Table 26 suggest that they are of the view that these issues can be addressed effectively if the TSC and the PEB carry out their mandated roles effectively and efficiently.

Changes teachers and head teachers would like to see in the present process and practice of teacher appointment

Participants were asked to suggest changes to the teacher appointment process (Table 26). The most frequent recommendation for improvement in the teacher appointment process are financing of teachers' transfer cost to schools (26% teachers and 29% head teachers) and consideration of teachers' rights and interests in appointments (17% teachers and 18% head teachers). Other frequent recommendations include improve the teacher appointment process, improve the method of notifying teachers of their appointments, improve the timing of teacher appointments, replace ineffective education officers; provide incentives to teach in remote schools, Implement a teacher tenure policy and eliminate corrupt practices during the teacher appointment process and others listed in Table 26. These recommendations provide insights into the underlying problems in the process. They also reflect the desire of teachers and head teachers for changes in the process to benefit both themselves and their students.

Table 26: Recommendations by teachers and head teachers for changes in the teacher appointment process

Responses	Teachers		Head teachers		
	N	%	Responses	N	%
Financing of teachers' transfer costs to schools	41	27.0	Financing of teachers' transfer costs to schools	13	31.0
Consider teachers' rights and interests in appointments	27	17.7	Consider teachers' rights and interests in appointments	8	19.1
Improve the teacher appointment process	18	11.8	Improve the method of notifying teachers of their appointments	4	9.5

Table 26 (cont'd)

Responses	Teachers		Head teachers			
	N	%	Responses	N	%	
Improve the timing of teacher appointments	17	11.2	Replace ineffective education officers	4	9.5	
Provide incentives to teach in remote schools	13	8.6	Eliminate corrupt practices during the teacher appointment process	4	9.5	
Implement a teacher tenure policy	11	7.2	Appoint or rotate teachers to teach in remote schools	4	9.5	
Eliminate corrupt practices during the teacher appointment process	10	6.6	Implement a teacher tenure policy	3	7.1	
Engage honest and reliable people to make teacher appointments	9	6.0	Build education officers' capacity	1	2.4	
Appoint or rotate teachers to teach in remote schools	4	2.6	Engage honest and reliable people to make teacher appointments.	1	2.4	
Replace ineffective education officers	2	1.3	Replace ineffective education officers	0	0	
Total	152	100	Total	42	100	

4: CONCLUSION

This study examined teacher appointment in Milne Bay Province and its impact on teachers and head teachers and the provincial education system in general. Some survey respondents were of the view that the teacher appointment process has no strengths. Others were able to identify a number of strengths:

- Serving teachers were given priority during appointments.
- Some teachers were appointed on merit.
- Some logistical support was provided for teachers' deployment to their schools.
- Many schools were fully staffed.
- New graduates were screened before appointment.
- Teachers were able to fight for their rights.
- Teachers apply for teaching positions through the district education office.
- Some teachers and head teachers were able to retain their positions for a reasonable period of time (the three-year maximum).
- Some teachers were willing to teach in remote schools.

Despite these perceived strengths, there was a general perception that the process and practice of appointing teachers to teaching and administrative positions in the province is weak. Problems mentioned included the following:

- nepotism
- lack of transparency
- inadequate logistical and financial support for teacher deployment
- late appointments and notifications
- lack of respect for teachers' rights, interests and capabilities
- lack of concern by the PEB about teachers' welfare
- teachers' lack of willingness to teach in remote areas
- lack of teacher data to inform the PEB during teacher appointments
- late arrival of the *Special Education Gazette*
- cases of teachers occupying more than one position
- cases of more than one teacher being appointed to the same position
- lack of compliance by the PEB with the *Teaching Service Act* and other relevant policies
- weak performance by the PEB and TSC of their roles in teacher appointment
- lack of an effective appeals mechanism
- excessive reliance on informal systems for appointment and notification

Teaching vacancies are advertised through the *Special Education Gazette*, and teachers are given the opportunity to apply for them within a certain period of time. However, the *Gazette* continues to be produced and distributed late in the year. Consequently, the process of appointing teachers commences very late.

Subsequently, teachers are not notified of their postings before they commence recreational leave. Teachers who learn of their postings after their recreational leave travel to their new postings at the beginning of the school year, thereby resuming teaching duties late. Teachers who resume their duties late may not complete their RoDSS, which has to be submitted to the provincial education officer and to the national Payroll and Related Services department to ensure continuous payment of their salaries. Consequently, many teachers are removed from the payroll and are only reinstated when their RoDSS forms are received.

Some participants were of the view that the PEB and its officers on some occasions appointed teachers and head teachers to positions without complying with relevant provisions of the *Teaching Service Act* and *Education Act*. Some were also of the view that appointments were made without adhering to criteria for appointing teachers to base level, promotional and tenure positions. Other teachers and head teachers were of the firm view that the appointment of teachers was not being done on merit, that teachers' rights, interests and capabilities were not respected and that teachers were not supported well logistically, especially when travelling to their schools. This noncompliance by the PEB and its officers with legal obligations in relation to the appointment and relocation of teachers was a major issue in this province. PEB has an obligation to transport teachers to new schools that they have been appointed to through the acting appointment and also those who win positions through the application of vacant positions advertised in the Special Education Gazette.

Respect and fair consideration for teachers' rights during the appointment process was also a pressing issue. For example, teachers were more likely to refuse teaching positions or challenge PEB decisions if they perceived their rights and interests to be neglected. Furthermore, appeals lodged by teachers against appointments were generally not considered, and decisions on appeals were not communicated to teachers in a timely and efficient manner. Teachers who were affected generally had to wait for the outcome of their appeals before they could travel to their new schools. There is often a long wait for feedback on appeals. This causes teachers to lose faith in the system, and they may resign from teaching or move to another province.

The apparent tendency of PEB officers to operate outside the formal teacher appointment system is of great concern. This practice breeds nepotism and corruption in the appointment of teachers, as commonly perceived by teachers and head teachers. Survey respondents were of the general view that most teacher appointments were not based on merit and that teachers' interests, welfare, capabilities and rights were not given due consideration during the appointment process. Appointments outside of the formal process were often not vetted by the PEB. Additionally, teachers who refused their teaching appointments were threatened by PEB officers and forced to take up teaching appointments in fear of losing their salaries when they are placed in the pool.

In order to improve the teacher appointment process in the province, survey participants recommended the following:

- TSC and PEB should meet all transfer costs to the teachers' new schools.
- Teachers' capabilities, interests and rights should be considered during the appointment process.
- Nepotism and other malpractices in teacher appointment should be eliminated.
- Appointments and formal notifications should be completed before teachers commence recreational leave.
- Copies of the *Special Education Gazette* should be distributed on time in order for the appointment process to commence on time.

Milne Bay Province can build on its existing strengths to improve the teacher appointment process. The province also urgently needs to address underlying problems to ensure that good appointment practices are maintained. These practices must be informed by and comply with the relevant provisions of the *Teaching Service Act* and the *Education Act*, and must be transparent and accountable.

5: RECOMMENDATIONS

1. Printing and distribution of the *Special Education Gazette*

Recommendation 1.1

That Provincial Education Board (PEB) initiates and fosters a dialogue with the Teaching Service Commission (TSC) to develop and implement a time-bound **action plan** that ensures that the *Special Education Gazette* is printed and distributed to the provinces by the end of June each year.

2. Appointment of teachers to teaching positions

Recommendation 2.1

That the PEB and the TSC develop and implement a time-bound **teacher appointment action plan** with clear deliverables for every calendar year.

Recommendation 2.2

That the PEB comply with all the relevant provisions of the *Teaching Service Act, 1995* in the appointment of teachers to teaching and administrative positions in the province.

Recommendation 2.3

That the TSC and the PEB eliminate nepotism and corruption in the appointment of teachers by ensuring that all appointments are made through a duly constituted PEB meeting.

Recommendation 2.4

That the PEB effectively addresses nepotism and corruption by taking disciplinary action against officers who engage in such activities, who fail to comply with the relevant provisions of the *Teaching Service Act, 1995*, and who fail to perform their responsibilities as described in the **teacher appointment and logistics action plans**.

Recommendation 2.5

That the PEB institute a confidential and a non-punitive process through which teachers, head teachers, the Board of Management (BoM), PEB members and parents & citizens can report cases of nepotism or corruption in the process and practice of teacher appointment.

Recommendation 2.6

That the PEB develops and communicates to all teachers, school agencies, BoMs, parents and citizens, standard officers, district education advisors, church education secretaries, and local leaders the criteria for appointing teachers to teaching and head teacher positions.

Recommendation 2.7

That the PEB ensures that teachers and head teachers are appointed to teaching positions and administrative positions with due consideration for their personal welfare and interests; eligibility for promotion; rights of tenure; and potential risks to themselves and their families.

Recommendation 2.8

That the PEB, in collaboration with the TSC, develops and maintains a **database** of all current teaching positions in the province, the teachers occupying the positions (and their particulars), the vacant positions, and the movement of positions from one school to another.

Recommendation 2.9

That the PEB considers, on merit, all recommendations for teacher appointments from church agency personnel, standard officers and the BOM.

Recommendation 2.10

That the TSC provides increased financial incentives for teachers in remote schools, and that these incentives are paid on a fortnightly basis as part of teachers' salaries.

Recommendation 2.11

That the PEB prepares and presents an **Annual Teacher Appointment Report** to the TSC and the National Education Board by March each year.

3. Acceptance of teaching appointments by teachers

Recommendation 3.1

That the PEB develops and implements an effective, transparent and time-bound **appeals process and action plan**, if none currently exists. This process must state clearly when appeals will be received, the length of appeal hearings, and when and how outcomes will be communicated to appellants.

Recommendation 3.2

That the PEB establishes an **Appeals Board** comprised of non-PEB members. The board and its members should have clear roles and responsibilities.

Recommendation 3.3

That the PEB and the TSC abolish the ‘teacher pool’.

4. Resumption of teaching duties**Recommendation 4.1**

That the PEB develops and puts in place a time-bound **logistics action plan** that includes all required activities, including travel costs and arrangements for teachers transferring to new positions, monitoring of teachers’ resumption of duty in schools, completing and submitting Resumption of Duty Summary Sheets, and teachers’ reporting to the PEB on their resumption of duty. The person(s) responsible for each activity and the required timeframe for completion must be clearly identified for monitoring and accountability purposes.

Recommendation 4.2

That the PEB budgets yearly for teachers’ travel costs and mobilises all resources necessary to effectively implement the logistics action plan. All funds must be acquitted and reported in the **Annual Teacher Appointment Report**, which must be submitted to the TSC and the PEB for ratification by March each year.

5. Amendment of the *Teaching Service Act 1995* and the *Education Act 1995***Recommendation 5.1**

That the TSC and the PEB amend the *Teaching Service Act 1995* and the *Education Act 1995* to include mandatory provisions for the PEB to develop and implement time-bound teacher appointment, logistics, and appeals, and to produce an Annual Teacher Appointment Report for the TSC and the PEB by March each year.

Recommendation 5.2

That the TSC amends the *Teaching Service Act 1995* to include provisions that allow implementing officers to be held accountable by the PEB if they fail to carry out their responsibilities as stipulated in the teacher appointment, logistics, and appeals action plans.

6. Respect and strengthen church–government partnerships

Recommendation 6.1

That the roles and responsibilities of church agencies in the appointment of teachers to teaching and head teacher positions be clearly described and communicated to all teachers, BoM, parents and citizen's associations, PEB members and provincial education officers.

Recommendation 6.2

That the PEB duly considers the views and recommendations of church agencies on teacher appointments.

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ANNEXES

Annex A

**Primary School Teachers and Head Teachers' Teacher Appointment
Questionnaire**

Instructions

This questionnaire is designed to allow you to give us your views and share your experiences of teacher deployment **in the Province you are teaching**. Specifically, we want to know YOUR views and experiences of how teacher deployment works, how it affects teachers and schools, and how it could be improved to make it more effective and efficient.

Biographical Information

- 1. Gender:2. Age:3. Number of teaching years:
- 4. Number of years teaching in current school:
- 5. Number of schools in which you have taught:6. Home Province:

Appointment of Teachers

7. In your own words, describe how the teachers get appointed to teaching positions inschools

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.....

8. When are teachers advised of their postings?

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.....

9. How are you advised of your posting?

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.....
.....

10. Is teacher deployment done with due consideration of teachers' interests?

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.....

Acceptance of Teaching Appointments by Teachers

11. Have you refused to take up your teaching appointment at anytime in your teaching career? If yes, answer question 14.

.....
.....

12. Why did you refuse to take up your posting?

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.....
.....

13. What would you do if the appointment you are given is not according to your choice?

.....
.....
.....

14. Why do you think teachers refuse to take up their teaching appointments? Give as many reasons as you can.

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15. What do teachers do when they are not given the positions they apply for?

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16. What do the appointing authorities in the province do when teachers refuse to take up their teaching appointments?

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Resumption of Teaching Duties

17. What might stop you from resuming your teaching duties on time?

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18. Why do you think some teachers do not resume their duties on time?

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19. What do you think should be done to ensure that teachers start the school year on time?

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20. What problems exist with the resumption-of-duty process?

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Strengths and Weaknesses of Teacher Deployment

21. What are the strengths, if any, of teacher appointment in the Province?

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22. What are the weaknesses, if any, of teacher appointment in the Province?

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23. How can the above weaknesses be addressed to improve teacher appointment in the Province?

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24. If you could change one thing about the present practice of teacher deployment, what would that be?

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THANK YOU FOR YOUR ASSISTANCE

Annex B Focus-Group Interview Questions

Appointment of Teachers to Teaching and Head Teacher Positions in Community and Primary Schools

Instructions: The questions should be used as a guide. It is important to focus on the actual experiences of the participants of the teacher appointment process and practice in the province.

Theme 1: Appointment of teachers to teaching and head teacher positions

1. How would you describe the process of teacher appointment in the province?
2. Is teacher appointment done with due consideration of teachers' interests?
3. How has teacher appointment process and practice in the province affected you personally?
4. How can the teacher appointment process be improved?

Theme 2: Acceptance of teaching and head teacher appointments by teachers and head teachers

1. Has any one of you refused to take up your teaching or head teacher appointment any time in your teaching career? Why?
2. What would you do if the appointment you are given is not according to your choice?
3. Why do you think teachers and head teachers refuse to take up their postings?

Theme 3: Resumption of teaching duties

1. What might stop you from resuming duties on time?
2. Why do you think some teachers and head teachers do not resume their duties on time?
3. What do you think should be done to ensure teachers and head teachers resume duties on time?

Theme 4: Strengths and weaknesses

1. What are the strengths of teacher appointment in the province?
2. What are the weaknesses of teacher appointment in the province?
3. How can the weaknesses of teacher appointment in the province be addressed to improve teacher deployment in the province?

