

## **An Analysis of Primary Inspectors' Observations on the Quality of Teaching and the Quality of Learning in Primary Schools**

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### **Introduction**

The success of the curriculum reform, its development and implementation depends on how the curriculum is monitored and managed at the school level. *Monitoring curriculum development and implementation* is the responsibility of the inspectorial system. The *management of curriculum development and implementation* is the direct responsibility of the head teachers, teachers and the school boards of management. To monitor and manage curriculum development and implementation the quality of teaching and the quality of learning are critical issues for success.

The purpose of this paper is to present the Primary Inspectors' observations on the quality of teaching and the quality of learning in primary schools. With the introduction of the Outcomes Based Curriculum (OBC), this paper also highlights primary inspectors' initial observations on the OBC and its impact on the quality of teaching and the quality of learning.

The paper begins with a brief history of Papua New Guinea (PNG) and acknowledges traditional education and the development of education, the inspectorial system, and curriculum inquiry and research, issues (amongst others) that are considered significant to the development of education in PNG. The paper challenges the participants of the conference to generate further discussions on issues raised in future forums.

### **PNG - A MULTI-CULTURAL SOCIETY**

#### **Papua New Guinea**

The first Papua New Guineans were believed to be immigrants from Southeast Asia some 50 000 years ago (Waiko, 1993, p. 1-16). The first European contact was made in the 15th century with the first permanent European settlers dated back to 1870s (Thomas & Postlethwaite, 1984, pp.30-31; Waiko, 1993, pp.17-18). The colonization period began in the late 1800s by the British, Germans and Australians (Waiko, 1993, pp. 28-81; Harrington, 1987, pp.22-24) and in 1975 the country gained its independence from Australia. Thus the:

*“modern and colonial period has been very short in duration .... . Prior to the 19<sup>th</sup> century, what is now PNG society was a large number of diverse tribal grouping with no centralized political system” (Thomas & Postlethwaite, 1984, p.30).*

PNG now has a centralized political system with a Westminster- styled parliament and democratic institutions it inherited from its colonial background (Dorney, 1993, pp.62–

82). It has 20 provinces and over 850 languages spoken by many ethnic groups that make up a population of five (5) million people today. *Thus PNG is a diverse and multi-cultural society and with rapid developments, establishing and managing organizations, systems and institutions to pursue social, economic and political development at the national level is a complex task.*

## **THE RELEVANCE OF TRADITIONAL EDUCATION IN CONTEMPORARY EDUCATION**

### **Education in Tradition PNG**

Traditional education in PNG involves initiations, rituals, beliefs, observations and manual skilled work (Le Cras, 1993 pp.20–27; Mead, 1943; Coyne, 1973; Selleck, 1975, pp.1-4). Traditional and cultural activities are carried out seasonally through years of knowledge and experience of natural 'calendars'. The Yam Festival in Milne Bay Province is one of the reminiscences of these experiences. Through these experiences, knowledge is gained and:

*“understood as a commodity; a skill or ability within the physical, relation (political) or meta-physical world of the individual. Knowledge is viewed as a discrete entity. As a commodity this knowledge can be passed-on or traded with others for some benefit” (Le Cras, 1993, p.20).*

At the same time “knowledge is personal; an aspect of personal reality which can not be understood apart from or considered apart from the social reality which determines and sustains it” (Les Cras, 1993, p.20) within a particular context. Knowledge is transmitted from one generation to another with no systematic approach.

*Contemporary education in PNG has to be considered and developed by taking account of traditional and cultural components of learning, both in adults and children. The current development in elementary education that incorporates traditions and cultures with local languages is consistent with this notion (Department of Education, 1999; Matane, 1986; Department of Education, 2000a). In the adult learning developing strategies for training and professional development and growth that integrate traditional, cultural and contemporary means to continuous learning can be essential to changes in attitudes and behavior of people.*

### **History and Development of Education**

When the missionaries introduced the western system of education in PNG in the late 1800s, the curriculum was based on the teaching of Christian Principles and the languages of instruction were the main languages of particular regions (Waiko, 1993, pp.24–25, Harrington, 1987, pp.22–24; Swatridge, 1985, pp.28-43). PNG began formal education in the late 1800s with two (2) different systems, Mission and Government, which were later integrated (Waiko, 1993, p.129, pp.164–168; Selleck, 1975, pp.39–41).

When Australia strengthened its control of PNG as its colony in the 1940s education policies, including universal education and the introduction of English literacy and numeracy, were introduced (Selleck, 1975, p.11). Education legislations, including the 1970 Education Ordinance, were introduced and in 1983 and 1988 the Education Act and the Teaching Service Act were enacted respectively (Department of Education, 1983; Teaching Service Commission, 1988). The Education and TSC Acts were consolidated in 1995 to cater for changes introduced by the Organic Law on Provincial and Local Level Governments. *In reality the Education and Teaching Service Acts have been used for over twenty (20) years. Universal education (Department of Education, 2000a), English literature and numeracy are still major issues in the development of education in PNG.*

Thomas and Postlethwaite (1984), identified five (5) successive education development; the conversion, gradualism, expansion, nationalism and decentralization.

- The conversion period, from 1870s to 1940s was concerned with initial literacy programs, focusing on converting people to the European ways of life and Christian beliefs.
- The gradualism phase, from 1940s to 1950s, involved the amalgamation of government and mission education systems, including teacher training and core curriculum, with an emphasis on the blending of culture and rural based education.
- The expansion state, from the late 1950s to early 1960s, concentrated on rapid expansions in education and supported the development of tertiary and technical education.
- The nationalism period, from the late 1960s to 1974, covered strategies that facilitated an independent PNG.
- The decentralization strategy, from 1975 to 1980, addressed universal education with the decentralization of administrative functions, including the selection and appointment of teachers, to the provinces.

In the early 1980s, a transitional period of development of reviewing the curriculum, in terms of relevance, vocational orientation and standards, and other aspects of the education system from a 'foreign' to a 'PNG own' system was the agenda (Thomas and Postlethwaite, 1984, pp.40-41; Swatridge, 1985, pp.119-147). In 1993 PNG introduced the education reform as a result of the Ministerial Review Committee on the philosophy of education (Matane, 1986).

*Despite the successive education development there are components of the education system that have been maintained without or with minimal changes since the colonial era. Beside the leadership challenges of the education system (Pagelio, 2002) the*

*inspectorial system and its practices is one such component that has changed little over the years.*

## **THE INSPECTORIAL SYSTEM – A LEGACY OF THE COLONIAL ERA**

### **Inspection – Definition, History and Development**

The Concise Oxford Thesaurus describes inspection with synonyms as “examination, check-up, survey, scrutiny, probe, exploration, observation, investigation, assessment, appraisal, review (and) evaluation” (Waite, 2002, p.459). To inspect therefore is “to look carefully at or over, or view closely and critically, and to view or examine formally or officially” (Keneally, 1990, p.316). Thus inspectorial systems can be defined as systematic processes of formal and critical examinations of factors, practices and outcomes within a given context.

In education the school inspectorial system has been part of the western education system since the 1800s (Wilcox & Gray, 1996, pp.21-35). When the English colonized the ‘new’ world, including Australia and PNG, they introduced the phenomenon of inspection through the Great Britain Her Majesty’s Inspectorate (HMI) system (Guthrie, 1983, pp.11-14; Ball, Cunningham & Radford, 1961, pp.1-24). The main purpose of the inspectorial system then was to “identify strengths and weaknesses in schools so that they may improve the quality of education offered and raise the standards achieved by their pupils. It is a form of quality assurance carried out by an agency external to the school .....” (Woods & Orlik, 1994, p.11; Dwyer, 1988, pp.18-19).

The school inspectorial systems are external and independent components of the education processes and have many functions including quality control and assurance, teacher development and growth, and school improvement and development (Woods & Orlik, 1994, pp.11-12; Wilcox & Gray, 1996, pp. 110-126). However in many countries the inspectorial systems have been replaced by more comprehensive quality assurance systems consisting of specifications for teacher standards and enhanced roles for school supervisors. In other words, the model of quality assurance through reports by specifically designated inspectors, which is still the case in PNG, has been replaced.

In New Zealand, ten (10) years of education reforms has resulted with the improvement of inspection becoming a means of ‘assurance (compliance) audits and effective reviews’ that measures academic performance, and ‘accountability reviews’ that judges whether schools are satisfying their charter objectives (Kenen, 2000).

In Great Britain the HMI system has changed to the Office for Standards in Education (OFSTED). The OFSTED style of external inspection facilitates inspectorial functions through ‘privatization’ and reports on four (4) main areas:

- the educational standards achieved in the school,

- the quality of education provided by the school,
- whether the resources available to the school were managed efficiently, and
- the spiritual, moral, social and cultural development of students at the school (Early, Fidler & Ouston, 1996, pp.1-10).

In Queensland, Australia, the inspectorial system has been replaced by a 'performance measures and performance indicators' system that empowers heads of schools to collaboratively plan and implement developmental strategies and to report on school and teacher performances through the Office of School Performance (Queensland Government, 2004; Dwyer, 1988).

Such changes and improvements to the inspectorial systems experienced in many countries have concurrently resulted with changes and developments in school organization, leadership and management resulting with new quality control and assurance mechanisms, and new monitoring, appraisal, evaluation and assessment strategies in schools (Early, Fidler & Ouston, 1996).

*While there are indications of positive impacts of inspection on schools (Earley, Fidler & Ouston, pp.11-22, pp.186-190), the complex, conflicting and dominant roles of inspectors (Dwyer, 1998, p.19; Maha, 1992; Tololo, 1995), the methodology, validity and processes of inspection (Wilcox & Gray, pp.36-99) and the need to empower teachers to be more responsible for the provision of quality education and academic standards at the school level have been major contributing influences for changes and improvements to the inspectorial systems.*

Accounts of how school inspection was carried out in 1862 and 1965 in Victoria, Australia, and the current practices in PNG, reveal many similarities, including checking teacher and teaching documents, observing teachers' lessons and inspecting school resources (Ball, Cunningham & Radford, 1961, pp.231 – 242; Guthrie, 1983). *This legacy and the practices have remained part of the development in the PNG education system (Tololo, 1995; Guthrie, 1983, p.53; Pagelio, 2002, 22-36). The inspectorial system was also introduced when the education system had a centralized system of governance and management which differed from the current decentralized and centralized systems of governance and management and the complexities that go with the changes.*

### **The Inspectorate Functions**

The inspectorial functions performed by the Inspection and Guidance Division include the:

- maintenance and improvement of national education standards and requirements in elementary, primary and secondary schools,
- provision of quality control in the areas of curriculum implementation and teacher performance,

- facilitation, monitoring and improvement of professional development and growth of teachers,
- provision and facilitation of guidance and counseling services to schools, and
- improvement of the school supervision and management systems (Department of Education, 2004, p.5).

*A major concern is a perceived lack of theoretical and practical knowledge and skills in inspection (from a broader perspective), supervision, professional development and growth, quality control and assurance, and other related educational issues that would enhance inspectors to focus and perform their tasks better (Tapo, 2004, pp. 58-59). The decreasing level of resources caused by the constraints in the PNG economy has also affected the work of inspectors drastically over the last ten years (Department of Education, 2002a).*

### **Specific Roles of Inspectorial System**

Inspectors carry out the inspectorial functions in schools in two (2) distinct roles, the advisory and inspection roles (Golightly, 1992; Department of Education, 1978; Apelis, 1980). These roles require inspectors to visit each school at least twice a year and provide school advisory reports to provincial and National Department Of Education (NDOE) authorities and produce teacher inspection reports for ratings purposes respectively.

**Advisory Role:** The advisory role is a process where inspectors assist teachers in their profession and where head teachers are assisted in the management of the schools (Department of Education, 2000c; Department of Education, 2002a; Department of Education, 2003a, Department of Education, 1994a).

**Inspection Role:** In the inspection role inspectors carry out evaluations on teacher performance and produce inspection reports. These inspection reports result in ratings being given to teachers at the end of each year by the Annual National Ratings Conference. Teachers are rated as superior, satisfactory or unsatisfactory (Baki, 2001a; Baki, 2001b).

*Though the advisory role is not a prerequisite to inspection it does contribute considerably to compiling inspection reports on teacher performance.*

### **General Responsibility**

Inspectors are required to “work closely with provincial authorities, to carry out national (centralized) functions ..... (and) to ensure that there is sustainable educational supervision at the school level and that there is advisory function at the school and provincial levels” (Department of Education, 2000c, p.2). *Importantly provincial authorities are advised on issues related to decentralized functions. How advice impact on decision making at provincial levels, the school system, teacher performance and*

professionalism, standards and the quality of education is an issue that needs further discussion.

### **Conflict and Multiple Roles of Inspectors**

*The advisory and inspection roles have the potential to create conflicts and can impact directly on teacher performance and professionalism. While the inspector is assisting teachers, the same inspector is also 'inspecting' teachers and possibly raising the question of the reliability of inspection reports when appraising teachers (Golightly, 1992, pp.65-75; Department of Education, 1978; Department of Education, 1991). The Tololo Committee (1995) revealed that the nature of the advisory and inspection roles is a means of 'policing' the education system's requirements in schools resulting in inspectors being perceived by teachers as "someone whose job was to look for mistakes, and more than often (teachers) have felt reluctant to query advice offered" (p.3), an indication of the existing conflict.*

## **CURRICULUM INVESTIGATION AND DECENTRALIZATION - THE WAY FORWARD**

### **Curriculum reform**

The new philosophy of education has been designed to address both human and social development of the country (Department of Education, 1996a; Department of Education, 1996b). As a result the school system has been restructured into three levels – elementary (preparatory to grade 2), primary (grade 3 to 8) and secondary (grade 9 to 12) from the previous structure of community (grade 1 to 6), high (grade 7 to 10) and national high (grade 11 to 12) school levels. *The education reform, once again, attempts to address access, relevance and universal education.* Its main curricula objectives are to prepare citizens who:

- would have a strong moral value system which places emphasis on personal integrity, the equality of all members of the society, and the importance and relevance of traditional values in modern life;
- are committed in their own personal development, and view education as a continuing life-long process;
- are invested with a productive work ethic and a realization of the value of both rural and urban community development activities in the context of national development;
- are prepared for the realities of life in most communities; and
- are capable of providing a basis for effective further training for manpower needs of the country (Department of Education, 1999, p.2; Department of Education, 2000b, pp.13-25).

To address these curricula objectives, besides the curriculum reform, the NDOE considers teacher development to be vital. Teacher qualifications have been upgraded from a Certificate to a Diploma in Primary Education and a Diploma to a Degree in

Secondary Education (Department of Education, 1994b, pp.21-23). The Certificate in Elementary Teaching in elementary education formalizes what was an informal education ('tokples' schools) to a formal education in some provinces (e.g. East New Britain and North Solomon Provinces) (University of Papua New Guinea, 1985; The National Research Institute, 1988, pp.36-37). The introduction of elementary education also resulted in the establishment of the elementary inspectorate section in 2000 (Department of Education, 2000c).

*The monitoring and supervision of the curriculum reform and other reform initiatives is the responsibility of the inspectorial system. Despite this increased mandate, there is insufficient development in upgrading inspector qualifications. The perceptions teachers may have of inspectors on the basis of their qualifications can result in an inappropriate functioning of the inspectorial system. Such malfunctioning can have an impact on teacher performance and professionalism thus affecting standards and the quality of education (Tapo, 2004, pp.58-59).*

### **Curriculum Development Process**

The curriculum development process being carried out by NDOE includes the development of curriculum statements and guidelines for each subject discipline and the production of subject syllabi, teaching guides and student textbooks. *How curriculum is investigated and reviewed, and how politics, schools, teachers, parents and the community influence and contribute to this process is a centralized process. Is there a need to consider decentralizing curriculum development to provinces and schools in order to sufficiently address curriculum relevance and traditional and cultural values?*

### **Curriculum Inquiry and Research**

Curriculum inquiry and research relates to investigating curriculum practices in the field of education, a process that "is related to a cluster of practical activities focusing on conceiving, expressing, justifying and enacting educational programs" (Short, 1991, p.1) to foster the achievements of the objectives of the school. In practice, it involves making appropriate and rightful choices to improve the quality of teaching and the quality of learning.

*The responsibility to facilitate curriculum inquiry and research in schools lies within the functions of the Curriculum Development, Inspection and Guidance, and Teacher Education and Staff Development Divisions, specifically in the area of evaluation and assessing, reviewing and developing, and teacher training and development. The extent by which these three (3) divisions coordinate curriculum development may be an issue for concern. With the inspectorial system, the extent by which curriculum inquiry and research is encouraged at the school level is oriented towards the advisory and inspection roles. This practice restricts the potential for teachers to be supported effectively in making curriculum decisions.*

*The Matane Report spells out the role of inspectors within the education reform and that is for inspectors to be "more interested in the teaching and learning situation ...."*

*(Matane, 1986, p.40) and when advising and supervising teachers this must be priority. The issue calls for new inspectorial advisory and supervisory approaches including curriculum investigation, “collaborative relationships, shared decision making, and reflective listening and practice” (Sullivan & Glanz, 2000), “knowledge work supervision” (Duffy, 2000) and “developmental supervision” (Barak, Pearlman-Avni & Glanz, 1997) strategies. Such approaches will support and encourage teachers to gain potentials for empowerment in curriculum decision and critical educational research (Smith, 1993).*

### **Curriculum Changes and Innovations**

Curriculum changes and innovations relate to how teachers adjust, adapt and improve teaching and student learning strategies through organizational transformation (Duffy, 2000) in order to meet the needs of the society.

*A willingness to participate in new practices to overcome any current ‘status quo’ experiences is necessary. Teachers must be supported to facilitate changes and innovations that come with school organizational climates that transform the school system to accept changes.*

### **Curriculum Relevance**

It has been perceived that the previous curriculum “had been geared towards the academic needs of a small minority” (Department of Education, 2000(b), p.25) of students which resulted with many school leavers finding themselves to be ‘worthless’ in the community.

Curriculum relevance is best defined by asking and responding to the questions of “who owns the curriculum” and “shaping the future but whose future” and the understanding of the “paradoxes of educational change” (Hargreaves, 1995). The focus within the context of curriculum relevance is the learner and this is vital for any curriculum reform.

*How well teachers are equipped to address curriculum relevance within PNG context is an issue in itself. Inspectors and teachers can play a significant part in decisions on how schools can best address curriculum relevance. But incentives for school based curriculum development must now become an agenda if we are to successfully pursue relevant education in PNG.*

### **Curriculum Decision Making**

School based curriculum decisions empower teachers to feel responsible and to have a sense of ownership on aspects of the curriculum (Smith, 1993). Decisions that do not contradict the objectives of the prescribed national curriculum but that support and facilitate changes, innovations and relevance. *Teachers must be respected to critically review teaching and learning strategies through self-reflection and evaluation means*

*(Kemmis, 1986) and through new approaches of school based supervision (Barak, Pearlman-Avni & Glanz, 1997; Glanz, 1997).*

### **The Challenge for PNG**

The philosophy of education intends to improve the quality of education provided by the schools by reforming the curriculum, upgrading teacher qualifications and restructuring the school system. *But how do schools interpret the philosophy of the education and the curricula objectives into school objectives? How is the curriculum investigated at the school level? How do schools address teacher professional development and growth? How is the school system being restructured and organized to suit the education reform agenda? How are teachers being supported to critically review teaching and learning strategies?*

## RESEARCH QUESTIONNAIRE AND ANALYSIS OF PROVINCIAL SITUATION REPORTS

### Introduction

In an attempt to have information about the Primary Inspectors' responsibilities in monitoring curriculum implementation in primary schools, responses to a questionnaire were sought and analysed. An analysis of Senior Inspectors' Provincial Situation Reports was also made for 4 provinces, a province each from the 4 regions of PNG; the Southern, Highlands, Momase and New Guinea Islands to ascertain the level of reporting on the quality of teaching and the quality of learning made by Senior Primary School Inspectors. The Primary Inspectors, including Senior Primary School Inspectors, in these provinces were engaged in the questionnaire and provincial situation reports from 1999 to 2003 were analyzed.

### Questionnaire

**Objectives of Questionnaire:** The objectives of the questionnaire are to investigate:

- a. Inspectors' understanding of what constitute
  - the quality of teaching, and
  - the quality of learning.
- b. Inspectors' initial observations on the quality of teaching and quality of learning since the introduction of Outcomes Based Curriculum.
- c. Inspector performance since attending CRIP workshops.
- d. Inspectors' general views on
  - the curriculum reform, and
  - the management of curriculum at the school level.

**Participants:** All inspectors in 4 provinces were asked to respond to the questionnaire however only 14 out of 31 (45%) responses were received. The 45% responses also represent the number of primary inspectorates in the 4 selected provinces

### Experiences of inspectors

Experience as Inspector (Yrs)	Percentage
1-5	28%
6-10	28%
11 plus	44%

The *qualifications* of inspectors varied from a Teaching Certificate and Diploma in Primary Education (In-service) (93%) to a Bachelor in Education Degree (In-service) (7%). All inspectors have had experiences as head teachers of primary schools before they were promoted.

**Curriculum Reform and Outcomes Based Curriculum:** Only 2 inspectorates (14%) introduced the curriculum reform before 2002 and by 2004 all inspectorates (79% of the responses), with the exception of one inspectorate (7%), were implementing the curriculum reform and the OBC.

**Results and Analysis of Questionnaire:** The information collected above is considered sufficient to establish the following results and analysis:

**1. Responses to Questionnaire**

**a. How inspectors define 'Quality'**

- standards
- outcomes
- methods
- characteristics of persons, loyalty, etc

**b. How inspectors understand quality of teaching**

- outcomes of teaching
- teaching methods
- gaining high results

**c. Inspectors' observations on the differences in teaching with the OBC and**

**Objective Based Curriculum**

<i>Outcomes Based Curriculum</i>	<i>Objective Based Curriculum</i>
Teacher facilitator	Teacher centered
Flexibility	No flexibility
Continuous assessment	Summative assessment & too academic
Community involvement	Less community involvement
Practical activities	Lack practical
Clear outcomes	Outcomes doubtful
Subject & grade integration	No linkages in subjects
Teaching based on research	Textbooks mainly
Teacher innovation	Confined to textbooks

**d. Inspectors' observations on teacher initiatives & innovations**

- Professional development & growth
- Resourceful
- Teachers becoming researchers
- Use of traditional knowledge
- Improvise of materials
- Use of outside personnel
- Encouraging student research
- Collaboration – use of expertise in the school

**e. Inspectors' understanding of the quality of learning**

- Quality of learning
- learning strategies - the best ways of how children can learn

- application of learnt ideas
  - outcomes achieved at high standards, outcomes of effective planning and teaching
- f. Inspectors' observations on student initiatives since OBC was introduced**

Student initiatives

- Reflection – reflect on learnt ideas
  - Time – use of time to complete work
  - Research – use other methods or resources to find out more information
  - Collaboration/group work – work with other students to learn
  - Local resources – use of local people
  - Independent – working independently
  - Application – apply knowledge and skills in practical situation
- g. Inspectors' general impression about the quality of learning**

Quality of learning

- Changes in learning approaches
  - Students are challenged
  - Students are encouraged to be more responsible
  - Positive relationships between students, teachers and community
- h. Inspectors' observations on differences in learning with the OBC and Objective Based Curriculum**

Differences in students learning

<i>Outcomes Based Curriculum</i>	<i>Objective Based Curriculum</i>
More student participation	Less student participation
Student centered	Teacher centered
Student are more confident	Student are less confident
Freedom of expression	Less freedom of expression
Students becoming 'researchers'	Students lack research initiatives
Students readily apply skills & knowledge	Little evidence of knowledge and skills being applied
Continuous assessment produces intended outcomes	Lack of continuous assessment – doubtful outcomes
Students more responsible for learning	Students less responsible for learning

**i. Inspectors' general impression of Outcomes Based Curriculum**

Teachers

- broaden knowledge
- teacher innovation
- changes in teacher practices & behaviour
- teachers as facilitators

Students

- learn best from known to unknown
- achievements & demonstrations based on skills
- knowledge, attitudes & values
- involvement in practical activities & discussions
- learn at own pace
- acknowledgement of full potential

Community

- Community centered

Quality of Teaching and learning

- Improved quality of teaching
- Teaching & learning favored children
- Relevant learning

***j. Inspectors' observations on the formal curriculum implemented in school***

Yes response – 78%

Examples

- Planting trees during World Environment Day
- Budgeting personal funds
- Naming parts of plant using own vernacular

No response – 22%

***k. Inspectors' observations on curriculum implementation in the community***

Yes response – 93%

Examples

- Students give awareness on crop rotation & its benefit
- Canoe making
- Students help in community oriented projects – Agriculture, etc

No response – 7%

***l. What have inspectors gained from CRIP workshops***

Knowledge

- Subject content
- Teaching & learning approaches
- Curriculum & OBC background information
- Assessment

Skills

- Writing
- Planning
- Assessing

**m. Impact of gained knowledge & skills on inspector performance**

Impact

- improved advice to teachers
- own professional development & growth
- improved in-service for teachers

**n. Inspectors' general impression on the curriculum reform**

Impression

- Relevance
- Knowledge, skills, attitudes & values
- Teacher & student confidence

**o. Inspectors' impression on the management of curriculum at school level**

General Impression

- In-service – the need for a more systematic in-service program nationwide on curriculum reform, school based in-service needs to be addressed with plans of action
- Head teachers – as curriculum leaders head teachers to be fully involved, they need help and support
- Support – schools, board of management, teachers, head teachers need support

***Analysis of Responses to Questionnaire***

***Quality***

Quality is perceived by inspectors as outcomes of processes, methods used in the processes and, in one instance, characteristics of persons. In education, quality seems to be related to academic standards or student examination results. *While there are different perceptions the need to differentiate the differences between academic standards and the quality of education is important to the agenda of the education reform.*

***Quality of teaching***

Quality of teaching (QOT) to most inspectors refers to outcomes as in 'gaining high results' of teaching though 'teaching methods' is also a common response. Irrespective of how one understands the QOT, it relates directly to systematic teaching methods that facilitate productive learning. *There is need for a common perception of QOT that allows for curricula objectives and teaching strategies to be integrated with it. As inspector 'x' summarizes, QOT is when a "Teacher facilitates very meaningful strategies for student active participation" in lessons.*

***Quality of learning***

The common comments on the quality of learning (QOL) relate QOL to learning outcomes. Application of knowledge and skills is also seen as an outcome of learning. QOL can be best understood as learning strategies in lessons, and as inspector 'y' describes, "Quality of learning is learning that takes place as a result of students actively

participating in well designed and organized activities”. *Again there is need for a common understanding of QOL that allow for curricula objectives and learning methods to be integrated successfully.*

*The QOT and the QOL are integral processes of pedagogy and directly interpret curricula objectives. The need to explore both concepts to effectively implement the curriculum reform and enhance quality education is critical to the education reform.*

#### **Observations on Outcomes Based Curriculum**

It is obvious that the OBC has had a positive impact on teaching and learning during its initial stages compared to the Objective Based Curriculum. Intended knowledge, skills and values are more tangible and outcomes, through continuous assessments, are observed to be obvious. Teaching and learning activities are more relevant and practical and favoured students. Teachers have been observed to be more resourceful and are taking interests in their professional development and growth and have become ‘researchers’ in pursue of ideas and skills to facilitate effective teaching and learning. Students were observed to have become more responsible for their education through independent learning and effective use of time. Students themselves have become ‘researchers’ and are more confident in their work. The involvement of the community has been a significant observation with communities showing interests in education. Schools are integrating what is learnt in the classroom with activities outside the classroom. Students are engaged in projects allowing transfer of knowledge, skills and values to the community. *There are initial evidences to suggest that OBC does have the advantage over the objective based curriculum though this may be too early to suggest. But how do we sustain these favourable developments?*

#### **Inspector Performance after CRIP Workshop**

While the education reform has catered for core aspects of the education system it has also neglected other vital aspects. *The monitoring and evaluation of curriculum implementation, the role of the inspectorial system, has been neglected despite expressed concerns. For example, ninety-three percent (93%) of inspectors having teaching certificates and diplomas is a serious matter for concern. Many teachers have higher teaching qualifications than most inspectors. Forty-four percent (44%) of inspectors having more than 11 years of inspector experiences without appropriate and formal workplace training to address changes and development should be a concern.*

Inspectors have gained adequate knowledge and skills from various CRIP workshops to allow them to supervise curriculum implementation, specifically in the provision of advice and in-service for teachers. But these are short term gains that do not sustain inspector professional development and growth. There is no other mandated personnel in the NDOE that monitors and supervise curriculum implementation except the inspectors – they must be equipped with appropriate knowledge and skills (and resources) to perform. *Inspectors themselves must consider their work vital by reviewing their practices and roles, including becoming researchers themselves so that they assist teachers and schools better.*

### **Views on the Management of Curriculum at the School Level**

While the restructuring of the school system has been accepted well, the organizational restructure of the schools has had very little attention. *Restructuring must consider organizational structures that include the increasing levels of responsibilities at different school levels.* This is an issue that seriously need attention because once addressed it will create a climate of learning, change and development in schools.

A national and systematic in-service program that encourages improved school based in-service programs is needed for changes and development that are consistent with the education reform. Head teachers must be targeted as initial front-liners in curriculum development, implementation and management. They need support that comes with resources and formal training. Head teachers together with governing bodies are the key personnel in the schools to implement and monitor the curriculum reform.

*The governing bodies, the local governments and other stakeholders must be educated to participate in the management of curriculum at the school level. A new direction must be instituted and may be the inspectorial system should be given the mandate to 'inspect' governing bodies to ensure they are performing and are involved directly in the curriculum reform.*

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### **Provincial Situation Reports**

**Objective of the Analysis:** Provincial situation reports are presented by senior inspectors during the annual workshops/conferences. The analysis of the reports of the 4 provinces was intended to investigate whether the reports contain relevant and sufficient information on **QOT and the QOL**. The reports analysed were for 1999, 2000, 2001, 2002 and 2003 for each province.

#### ***Results of the Analysis of Situation Reports 1999 - 2003***

The results of the analysis on provincial situation reports are given below.

#### **a. *Information on comments on the quality of teaching***

##### *Provincial Results*

- Province A: 4/5 years brief comments made
- Province B: 2/5 years very brief comments made
- Province C: 1/5 years with some specific comments made
- Province D: 2/5 years with very brief comments

##### *The results for each year:*

- 1999 – 1/4 province reported (25%)
- 2000 – 2/4 provinces reported (50%)
- 2001 – No province reported (0%)
- 2002 – 3/4 provinces reported (75%)

- 2003 – 3/4 provinces reported (75%)

***b. Information on comments on the Quality of learning***

*Provincial results:*

- Province A – 1/5 years, very brief comments
- Province B – No comments
- Province C – 2/5 years, comments not specific
- Province D – 1/5 years, very brief comments

*The results for each year:*

- 1999 – 2/4 provinces reported (50%)
- 2000 – 0/4 provinces reported (0%)
- 2001 – 1/4 provinces reported (25%)
- 2002 – 1/4 provinces reported (25%)

***Analysis of Provincial Situation Reports Comments on the QOT AND QOL***

***Quality of Teaching***

Reports on the QOT in all provincial situation reports are very brief with lack of specific comments relating to the QOT though such comments as “effective curriculum implementation”, “reformed curriculum implemented well”, “teaching in good progress”, “ineffective teaching approaches” and “gender equity in teaching” were noted. To make issues questionable the infrequency of reporting by provinces on an annual basis concerning QOT leaves a lot to be desired. The need to address this issue is important for assessing and evaluating curriculum implementation and future curriculum development.

***Quality of Learning***

QOL has not been much of a priority in provincial situation reports and virtually all reports lack sufficient information on this issue. Out of 5 years and 4 provinces, 5 comments were identified and these are, “bookwork observed to be good”, “extra exercises for remedial and enrichment”, “progress in learning affected by inadequate basic and curriculum materials” and “learning in good progress”. Lack of reporting on the QOL should be a matter for concern.

*How inspectors report on the QOT and QOL is important for quality control and assurance yet this seems to be a problem in primary schools. Strategies need to be developed to improve the current situation because reporting on the QOT and QOL and referring issues to divisions responsible for teacher training and development, and curriculum development, will assist in addressing inadequacies in teaching and learning and with on-going curriculum development respectively.*

***Other Observations***

A further analysis of provincial situation reports however shows very invaluable information on the **indicators of QOT and the QOL** and other inspectorial responsibilities, including in-service activities, carried out by inspectors. In fact there were consistencies and regular comments made including “inadequate basic materials”, “teacher absenteeism”, “teacher shortage”, “very high enrolment” and “sufficient materials”. However there is very little reference to the impact of these inadequacies and adequacies on the QOT and QOL. *The need to differentiate between indicators of QOT and QOL, and the processes of QOT and QOL, and the outcomes of QOT and QOL for reporting purposes and for better analysis on the provision of quality education in schools is significant to the education reform agenda. At the same time information must be referred to appropriate agencies and divisions so that improvements are considered. The inspectorial system is challenged to reform its reporting system to improve its quality control and assurance role.*

### **SUMMARY**

PNG is a geographically, demographically, culturally and politically diverse society. The development of western education is very ‘young’ though traditional education has been in place for centuries. And with 20 provinces and the management complexities experienced, developing and managing an education system in PNG is a complex task. Unless factors that influence changes, development and management are addressed, PNG will continue to experience problems associate with education and the society.

The education reform must address, if not concurrently then gradually, all aspects of the education system if the philosophy of education and its philosophies are to be achieved. A reformed inspectorial system and a reformed organizational school structure are issues that need attention.

The curriculum reform is beginning to make a positive impact on teaching and learning and no doubt will continue to make a difference in the lives of the young generation. It is important that the ‘momentum’ is monitored critically and that sustainability and development must be issues for concern. A possible ‘decentralized’ curriculum development function, complimented by research and a centralized support and standardized monitoring function, that empowers provinces, schools, teachers and the community to participate fully in curriculum development is considered vital to achieving the curricula objectives.

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