



## **Teachers and Education in the Pacific (TEP):**

### **A desk study report**

*Commissioned by AusAID- ADB as  
Phase I – Laying the Foundation  
of a Three-phased regional Pacific project, 2007 - 2009*

**by**

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**Implemented by the Institute of Education in collaboration with Pacific  
communities**

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## ABBREVIATIONS

ACEO	Assistant Chief Executive Officer
ACR	annual confidential report
ADB	Asian Development Bank
AusAID	Australian Agency for International Development
BEMTUP	Basic Education Management and Teacher Upgrading Project
BOG	Board of Governors
BOS	Board of Studies
CAC	Curriculum Advisory Committee
CCE	Christchurch College of Education
CDAD	Curriculum Development and Assessment Division
CDU	Curriculum Development Unit
CEO	Chief Executive Officer
CIAGs	Cook Islands Administrative Guidelines
CIMoE	Cook Islands Ministry of Education
CITTC	Cook Islands Teachers' Training College
CMI	College of the Marshall Islands
CMP	Curriculum Management Plan
COPE	Council of Pacific Educators
CP	Corporate plan
CRC	Conventions of the Rights of the Child
CRIP	Curriculum Reform Implementation Program
DOE	Department of Education
EC	European Commission
ECE	Early childhood education
EEZ	Exclusive economic zone
EFA	Education for All
EFTS	Equivalent full-time student
EMT	Extended management team
EO	Education Ordinance
ESP	Education Sector Project
EU	European Union
FATEP	Fiji Australia Teacher Education Project
FCAE	Fiji College of Advanced Education
FESA	Fiji Education Staffing Appointments
FESP	Fiji Education Sector Programme
FESP-AusAID	Fiji Education Sector Programme – AusAID
FESP-EU	Fiji Education Sector Programme – European Union
FJC	Fiji Junior Certificate (Examination)
FOE	Faculty of Education
FSM	Federated States of Micronesia
FTF	Falekaupule Trust Fund
FTIB	Fiji Trades and Investment Board
GDP	Gross domestic product
GNI	Gross national income
GNP	Gross national product
GoS	Government of Samoa
HRDP	Human Resources Development Policy

IIEP	International Institute for Educational Planning
ILO	International Labour Organisation
IOE	Institute of Education (USP)
ISP	Institutional Strengthening Project
JSS	Junior Secondary Schools
KTC	Kiribati Teachers' College
LDC	Least developed countries
LLG	Local level government
LTC	Lautoka Teachers' College
LTCUP	Lautoka Teachers' College Upgrading Project
MDG(s)	Millennium Development Goal(s)
MESC	Ministry of Education, Sports and Culture
METT	Ministry of Education and Training
MEYS	Ministry of Education, Youth and Sport
MOE	Ministry of Education
MPS	Ministerial Policy Statement
MSU	Measurement Services Unit
NCECES	National Council of Early Childhood Education in Samoa
NCS	National curriculum statement
NEA	National education act
NEP	National education plan
NG	National government
NGO	Non-government organisation
NTDF	National teacher development framework
NTIP	National teacher in-service plan
NUS	National University of Samoa
NZ	New Zealand
NZAID	New Zealand Agency for International Development
NZODA	New Zealand Overseas Development Agency
NZQA	New Zealand Qualification Authority
NZUE	New Zealand University Entrance
OBC	Outcomes-based curriculum
OBE	Outcomes-based education
PADDLE	Pacific Archive of Digital Data for Learning and Education
PATE	Pacific Association of Teacher Educators
PDLC	Professional Development Leave Committee
PG	Provincial government
PMS	Performance management system
PNG	Papua New Guinea
PREL	Pacific Resources for Education and Learning
PRIDE	Pacific Regional Initiative in the Delivery of basic Education
PS	Professional studies
PSC	Public Service Commission
PSSC	Pacific Senior School Certificate
PTISTP	Primary Teachers In-service Training Program
RMI	Republic of the Marshall Islands
RPL	Recognition of prior learning
RSUC	Resource and Space Utilisation Committee
SC	Secretary's circular
SNHDR	Samoa National Human Development Report

SNTA	Samoa National Teachers' Association
SOD	School Operations Division
SOE	School of Education
SPBEA	South Pacific Board of Education Assessment
SPC	Secretariat of the Pacific Community (formerly the South Pacific Commission)
SQA	Samoa Qualifications Authority
SRO	School Review Officer
TA	Technical assistance
TEFL	Teaching English as a Foreign Language
TEP	Teachers and Education in the Pacific
TEQIP	Teacher Education Quality In-service Project
TIOE	Tonga Institute of Education
TMTI	Tuvalu Maritime Technical Institute
TSA	Teaching Service Act
TSC	Teaching Service Commission
TSO	Teaching Service Officer
TTF	Tuvalu Trust Fund
TTI	Technical Training Institute
UBE	Universal basic education
UE	University Entrance (Examination)
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
USP	University of the South Pacific
VESS	Vanuatu Education Sector Strategy
VIT	Vanuatu Institute of Technology
VITE	Vanuatu Institute of Teacher Education
WSTC	Western Samoa Teachers' College

## EXECUTIVE SUMMARY

Teachers and Education in the Pacific (TEP) is a 3-phased multiple year project that commenced in June 2007 and will end in December 2009. It is funded by AusAID and the Asian Development Bank. TEP is implemented by the Institute of Education (IOE) at the University of the South Pacific (USP).

TEP phase 1 includes a preliminary study for the 12 USP member states plus PNG. This involved a desk review of key data regarding the current status of teacher demand, supply and deployment and work environment. The preliminary study also involved a review of the experience of projects and programs that have attempted to improve teacher quality and teacher performance over the past decade within basic education from primary to lower secondary school level. This preliminary study was conducted by IOE between August and November 2007. This report presents the findings from this study.

One of the key issues for teachers and teacher education in the Pacific is the need for evidence-based policies specific to teachers. Throughout the 12 USP member states and PNG, much work remains to be done in identifying practices and understandings that will inform policies to improve the performance of teachers. The establishment of evidence-based teacher policy is crucial to guiding any future teachers and teacher education development. However, this report is of the view that comprehensive study specific to teachers need to take place in order to inform any specific teacher policy framework.

This report also highlights the issue of teacher quality, both in terms of in-service training as well as pre-service training. In countries, such as Fiji, Samoa, PNG, Cook Islands and others where there are national teachers training colleges, the issue of teacher quality has some form of quality management, although may need improvement. But for countries, such as Niue, Tokelau, Nauru and Tuvalu, that can only access teachers training colleges outside of their country, there are greater variations in the quality of teachers. Efforts towards accreditation have significantly improved teachers' training colleges in Cook Islands and others. Other efforts towards improving teacher quality include national teachers training colleges twinning with overseas institutions including USP.

The issue of teacher supply in the region still remains a key challenge, not only for countries that do have national teachers' training colleges but also for countries without. What has become obvious from the report is the need for up to date and easy to access data for forecasting the demand for teachers. The availability of data on teacher recruitment, retention and transfer is still very much lacking in the region.

This report has also brought to light the importance of teachers in the maintenance of culture and language particularly for countries whose language is under threat. The supply of teaching resources and teacher aid materials remains an issue for all the Pacific Island countries. One of the key challenges with the provision of resources to teachers is the issues of equity, funding and relevancy of teaching materials to the curriculum. Other issues that are being highlighted in this report is the need to strengthen institutional and community partnerships as parents continue to provide funding for most primary schools in the region.

This report presents many issues on teachers and teacher education. However, this is not the full story; this report is provided as a foundation upon which discussion may take place to understand the complete story. This report is to be used for dialogue with national ministries of education, national teachers training colleges and other development partners interested in improving teacher performance in the region.

## INTRODUCTION

The Teachers and Education in the Pacific (TEP) Project recognizes the essential role of teachers in improving the quality of education and the importance of their contribution to the development of humankind and modern society. Teachers' qualifications, technical skills and pedagogical abilities, as well as the humanity of teachers in carrying out their roles are therefore critical in strengthening and advancing the education system of a nation. The status of teachers should commensurate with public regard for the impact of teachers on educational aspirations, as highlighted by the ILO/UNESCO recommendation concerning the status of teachers. The status of teachers and teacher education in Pacific countries, particularly in basic education, is, therefore, of special interest both in terms of the diversity of factors and circumstances that determine teachers' status nationally, as well as in drawing out commonalities and standards that can be applied regionally.

### The Technical Assistance

Teachers and Education in the Pacific (TEP) is a 3-phased multiple year project that commenced in June 2007 and ends in December 2009. It is funded by AusAID and the Asian Development Bank. TEP is implemented by the Institute of Education (IOE) at the University of the South Pacific (USP).

The Technical Assistance (TA) is intended to serve two broad purposes. First, the TA is to identify options for a policy and strategy framework that Pacific countries may consider in formulating policies to improve the effectiveness of teacher performance. Second, it is to develop concept papers for sustainable plans of action at the national and possibly regional level that would support the implementation of strategies to improve teacher performance.

The three phases of the project are as follows:

Phase 1: Laying the foundation (June – November 2007) to include preliminary desk studies on teachers, teacher education programs and projects in the Pacific region; canvassing of governments and institutions; and regional scrutiny, feedback and agreement on plans for Phases 2 and 3.

Phase 2: Implementation of study (January 2008 – March 2009) to include national studies on teacher policy issues, in- depth studies on teacher performance and Pacific schools that work, selected thematic studies, a summary report and a regional meeting to review the study findings.

Phase 3: Preparation of concept papers for policy action (April 2009 – June 2009) to include national and regional frameworks and strategies.

### TEP Phase 1: Laying the Foundation

TEP I involves the following key project activities;

1. Preliminary study reports for the 12 USP member states plus PNG. This involved a desk review of key data regarding the current status of teacher demand, supply and deployment and work environment. The preliminary study also involved the review of the experience of programs and programs that have attempted to improve teacher quality and teacher performance over the past decade within basic education from primary to lower secondary school level. The review has also identified key issues for teachers and teacher education per country and proposed issues and areas for further scrutiny, discussion and research and where further assistance would be useful.

2. Canvassing the interest of governments and teacher training institutions in the region to secure support and participation in the study design meeting.

3. Regional study meeting (workshop) to be held in Suva from the 5th to the 7th December 2007. Regional participants, funding agency and other stakeholders are expected to attend this workshop. The purpose of this workshop is to present findings from the preliminary studies and for participants to clarify, confirm, correct and prioritise the key issues identified from the preliminary

study report. A key outcome of this meeting is to prioritise key issues and focus areas for the second phase of the project. The key priority areas will be outlined in the draft implementation plan for phase 2 of TEP. A subsequent outcome of this meeting is to gain interest, support and participation of countries in the second phase.

4. A draft implementation plan based on the study review meeting and the findings from the preliminary study report to set the stage for TEP II and III. It is intended to have a draft implementation plan that is worthwhile, useful, relevant, realistic and achievable within the timeframe and financial availability.

#### Laying the Foundation – The Preliminary Study Report

The Preliminary study involved a desk review on the status of teachers and teacher education in Cook Islands, Fiji, Kiribati, Nauru, Niue, Papua New Guinea, Marshall Islands, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu. This report is in two parts; part one consists of 13 individual country reports while part two consists of a synthesis section drawing attention to common issues and emerging patterns that are evident from the 13 country reports.

Part One of this report presents 13 country reports written by IOE Project Team. The IOE Project Team are; Kabini Sanga (Project Team Leader), Seu'ula Johansson Fua (Principal Researcher), Sereana Tagivaktini, Sereima Lumelume and Stan Manu. The Principal Researcher and the remaining project team were the authors of the country reports. Two other consultants were subcontracted by IOE to assist in the activity and they are James Agigo from PNG and Epenesa Esera from Samoa. The country reports present findings in relation to the following key variables; teachers and teacher education, legislation and employment frameworks for teachers and teacher education, teacher-related and teacher education policies, teacher education programs, teacher education curriculum, teacher educator and the student teacher, teacher graduate (status, quality, deployment etc), resources for the teacher, and projects on the teachers or teacher education. Each country report has also identified key issues for teachers and teacher education for the particular country. In drawing attention to the key issues for teachers and teacher education, each country report has also proposed issues and areas for further scrutiny, discussion and research. The issues identified here are based on the documents studied and only one source of information. It is likely that there maybe other issue that have not been documented or that the identified issues have been resolved since the documents have been published. The limitations of document analysis necessitates further discussion, clarification and scrutiny, as such the upcoming TEP regional workshop is intended for participants from the 13 countries to further deliberate on the issues presented here.

Part Two of this report presents a synthesis chapter that draws attention to the common issues as identified in the country reports. Added to this, the synthesis chapter also presents key themes that are emerging from the findings of the 13 country reports. These themes give a regional overview of status of teachers and teacher education. The synthesis chapter is also to guide initial discussions and scrutiny for the upcoming TEP regional workshop whereby participants will further clarify and prioritise the issues and decide on how the second phase of TEP may assist their country in resolving these issues.

# METHODOLOGY

## Rationale

To carry out the preliminary study, a desk review was conducted. It was agreed between AusAID-ADB and the IOE that a document analysis will be used as the primary data collection tool in the preliminary study. The use of document analysis as the primary research tool was based on the limitation of time and availability of funds. Added to this, the chosen tool was used as the primary purpose of TEP I was to identifying key issues thereby laying the foundation for the implementation of in-depth study to be conducted in phase 2.

## Sample

The preliminary study involved all 12 USP member states and PNG. The sample did not differentiate between countries with teachers training college and countries that do not have local training colleges. Teacher education has been generally used in reference to teachers training colleges, any provision of in-service training and professional development programs.

## Data Collection – Tool

Based on the agreed Memorandum of Understanding a document analysis method was used to collect the necessary data. Document Analysis is a tool used from a Qualitative approach with the intention of identifying written and often secondary information. The consistency and trustworthiness of a qualitative approach is depended on the triangulation of at least three research tools. As this study involved only one research tool, there are obvious limitations to the consistency and trustworthiness of the data. However, the findings from the preliminary study will be strengthened by the discussions and feedback received from participants during the regional study meeting. In this way the discussions and feedback will provide validation to the data collected from the preliminary study.

## Data Collection – Needed Documents

A table of Data needed was drafted and agreed upon to guide the data collection process. The Data needed table outlined the following key variables; Teacher Education Policies, Legislation and Employment Framework, Teacher Education Curriculum, Teacher Education Programs, Teacher educators and students, Graduate Qualities and Deployment, Resources and Teacher Education projects. Refer to Table 1 for the list of documents needed.

## Data Collection – Source

Source of data included; PRIDE Resource Centre with the PADDLE database, USP Library, SPC website, NUS Library, PNG Ministry of Education Resources, national Ministries of Education and teachers' training colleges. The volume and variety of data varied for the different sources.

## Data Authentication

Documents received from national Ministries of Education, PRIDE and USP & NUS libraries were authenticated by checking the dates, authors and seal of the country. While in some documents, this was easily identified, in other documents, there were limited indicators to authenticate the document.

## Data Management

The data collected were printed and stored at the IOE office in Suva. Electronic copies of the documents were also stored on TEP team members' computers.

**Table 1: Data Needed**

Area for consideration	Type of Evidence Required
<p><b>Background Information</b></p> <ol style="list-style-type: none"> <li>1. Describe the national social, economic and cultural environments of the country</li> <li>2. Key data on the current teaching force (number of teachers at different levels, qualifications of teachers, age structure etc)</li> </ol>	<p>Country background information reports</p> <p>Any studies already carried out in this area</p>
<p><b>Teacher Education Policies</b></p> <ol style="list-style-type: none"> <li>1. What educational policies exist for teacher education and teachers?</li> <li>2. What policies exist for teacher education, recruitment, deployment, professional development, promotion and retention of teachers?</li> <li>3. Who implements these policies?</li> <li>4. Do these policies adequately address all aspects of teacher education and teacher functions and practice?</li> <li>5. How is teacher performance assessed? How often? Who assesses teachers' performance?</li> <li>6. How are results of these assessments used in improving teacher performance?</li> <li>7. What incentives are provided to improve teacher performance?</li> <li>8. What is the mechanism for teachers' promotion?</li> </ol>	<p>Policy documents</p> <p>Teacher Assessment policy</p>
<p><b>Legislation &amp; Employment Framework</b></p> <ol style="list-style-type: none"> <li>1. What legislations are in place governing teachers' practice and registration?</li> <li>2. Do these legislations reflect the scope of teaching functions and practice – nationally/ regionally?</li> <li>3. What are graduates' salary levels upon joining the teaching profession and after 5 years? What % of the Gross National Income does this represent?</li> <li>4. What are the relations between teacher salary to GNI/capita?</li> <li>5. How do these salaries compare with other areas in the education sector?</li> <li>6. How do these salaries compare with other (similar) areas in government?</li> <li>7. What career paths are available to teachers?</li> </ol>	<p>Teachers Legislations and Employment Framework</p> <p>Teachers' salary structure</p>
<p><b>Teacher Education Curriculum</b></p> <ol style="list-style-type: none"> <li>1. What process was used to develop these?</li> <li>2. How have stakeholders been involved?</li> <li>3. What policies/procedures support this?</li> <li>4. What are linkages to resource planning?</li> <li>5. How does the course link with the overall teaching training program structure?</li> <li>6. What internal/ external accreditation procedures are in place for courses?</li> <li>7. How is progress toward objectives monitored?</li> <li>8. What initiatives are taken to improve outcomes?</li> <li>9. What are the basic categories of learning experiences included in the course?</li> <li>10. What is the extent of institutional support for the curricular activities?</li> <li>11. Are the established practices for teaching and learning formalized and effectively integrated?</li> <li>12. Are the learning resources adequate?</li> <li>13. What policies and approaches are in place to guide assessment?</li> <li>14. How often are courses revised?</li> <li>15. What impetus brings about course revisions/changes?</li> </ol>	<p>Curriculum documents/ Course out line</p> <p>Curriculum policy / course polices</p> <p>Course evaluation forms</p> <p>Student feedback information</p> <p>Policies and Procedures on Assessment</p> <p>Assessment results</p> <p>Student feedback on assessment</p> <p>Course Review procedures and policies</p>
<p><b>Teacher Education Programs</b></p> <ol style="list-style-type: none"> <li>1. How are goals and objectives of the teacher education colleges aligned with national standards and registration procedures of teaching/teachers?</li> <li>2. Who comprises the programs advisory council/board?</li> <li>3. How are goals and objectives aligned with regional</li> <li>4. What qualification(s) does the program award?</li> <li>5. Does the program use external examiners?</li> <li>6. Input from external associations into training program?</li> <li>7. Benchmarking against other institutions?</li> <li>8. Mechanism used for review of programs?</li> </ol>	<p>Teacher Education Training Program structure and policies</p> <p>National Teaching Registration Standards and Procedures</p> <p>Examiners' Reports</p> <p>Institutional Review Policy</p>
<p><b>Students &amp; Staff</b></p> <ol style="list-style-type: none"> <li>1. How are records of student admission data kept?</li> <li>2. How are records of student achievement kept?</li> </ol>	<p>Admissions Policies</p> <p>Admissions data</p>



<ol style="list-style-type: none"> <li>3. How are these communicated to students?</li> <li>4. How are these communicated to all stakeholders?</li> <li>5. What are the academic staff criteria (qualifications, status, special requirements) to teach program courses?</li> <li>6. How are these matched to overall goals and functions of the teaching program?</li> <li>7. What is the teacher – pupil ratio? How have they changed over the last 10 years and the possible impacts? What variations could be detected? And why?</li> </ol>	<p>Staff recruitment criteria</p>
<p><b>Graduate Qualities and Deployment</b></p> <ol style="list-style-type: none"> <li>1. What are the figures for graduate employment rates?</li> <li>2. How do these compare to other areas from same institution?</li> <li>3. How does this compare to other areas of employment?</li> <li>4. What avenues are available for further teacher education studies?</li> <li>5. How many teachers undertake further studies towards a teaching degree?</li> <li>6. Do the knowledge, skills and values of graduates match key attributes of the teaching profession?</li> <li>7. What proportion of graduates are members of relevant professional bodies?</li> <li>8. What is the extent of input from and involvement of teacher associations/unions?</li> </ol>	<p>Employment statistics Professional Association membership records Job review reports by employers</p> <p>Surveys on Teacher competencies</p>
<p><b>Resources</b></p> <ol style="list-style-type: none"> <li>1. How does the institution support the development of key competencies needed for teaching registration in terms of resources?</li> <li>2. How able is the country in facilitating, resource (financing?) and providing basic teaching requirements?</li> </ol>	<p>Resource data and Cost data (of supplies &amp; services, equipment, library resources, technological resources and other facilities) pertinent to each course/ program National budgetary provisions Yearly expenditure figures/</p>
<p><b>Teacher Education Projects</b></p> <ol style="list-style-type: none"> <li>1. What is the rationale for the intervention?</li> <li>2. What specific areas were targeted?</li> <li>3. What were the key outcomes?</li> <li>4. What were the critical shortfalls?</li> <li>5. What gaps remain in teacher professional development?</li> <li>6. What lessons, experiences be used in future projects?</li> </ol>	<p>Project implementation documents</p> <p>Project review/ reports</p>

### Data Analysis

The table of needed data helped guide the data analysis process. A general working principle for the analysis was to extract from the documents necessary information on the key issues on teachers and teacher education per country. What are these issues? How do these issues impact on teachers' performance? What efforts have been and are being used to address these issues? These and other key questions were used to guide the analysis. The Data analysis process also included the TEP project team holding various discussions and sharing of ideas in analysing the data. At this stage, it was not necessary to use any Qualitative data analysis software.

### Data Presentation – Reports

Two reports were initially drafted as to provide indications as to what data would be available and how best to present the information. After consultation within the TEP project team an agreed format for the report was set up. The agreed format for the report guided all the 13 reports.

### Advice

An Advisory Board for the study comprising key stakeholders provided external support/scrutiny for the project team.

## Limitations

In conducting the desk review, four key limitations were experienced and are noted here as lessons learnt so that it may assist future regional desk reviews.

### *1. Availability of documents*

Other than a few countries that assisted in collecting the data most reports and documents used were available from the PRIDE Resource Centre, IOE's own collection and libraries. Obtaining recent and up to date documents were difficult; as such the reports are based on documents which were at least 2 years old and more. Added to this, documents that were accessible at regional level, with reference made to primary documents can only be assumed is available at national level. As 11 of the country reports were compiled in Suva, gaining access to other documents was challenging. These are obviously reflected in the reports presented, as in the case of the report for Kiribati and Tokelau.

This is to be compared to the three reports that were compiled on site – which were the case for Samoa, PNG and Fiji. The scope and the availability of documents for writing these reports were much more substantial and up to date. In the case of Samoa and PNG, local researchers were subcontracted to carry out the review. In the case of Fiji, a Fijian national working for IOE conducted the study. The experiences of these three researchers demonstrate the advantage of conducting any research study in the context of the country and by local researchers. By using local researchers, they were in the best position to be well informed about the availability of documents as well as history and recent events that have impacted on these issues.

Despite, the excellent availability of telecommunications at USP – through email, telephone, internet, audio and visual teleconferences, these were not fully able to assist the data collection. Several email messages and phone calls to various national counter-parts requesting for assistance, but with limited responses. Where we made success, was through our contacts with national counter parts that we have worked together in the past. The waiting time to receive responses also prolonged the timeframe for the work.

The limited availability of documents at regional level and efforts to gain access to documents at national level from Suva was the most challenging aspect of this regional desk study.

### *2. Accuracy of the information collected*

In the documents that we have collected, it was evident that accuracy of information gathered became an issue. Most countries census are at least 5 years old or more. Unfortunately, these censuses are the only figures we could base other estimations and calculations in relation to student population and other pertinent figures in education. However, despite the census being outdated, some figures that are available at regional level are based on individual organisations own estimated calculations to what it may look like in recent times. As such what we have are outdated statistics and estimated statistical data. An example of this is the often quoted statistics for literacy rates – which for one country can be at least 3 different quotes and between the numbers can have at least a 10% variation. Further to this, the literacy rates could be based on an outdated census but still quoted.

Added to this, are inaccuracies of statistical data within documents. It was not unusual to read tables that give so many numbers and the total figure does not match the sum of the total when added up. Also, it was not unusual to read several annual reports repeating the same statistical data as the current for each year.

It was also difficult to verify information as some documents lacked references to dates, author and other bibliographical details.

What we have learnt from this exercise is the need for countries to strengthen data collection and management systems thereby improving educational information databases.

### *3. Reporting of the data*

Each country and educational institutions have the prerogative to report their data in best way that they see fit and meet their own set objectives. In conducting this desk review, there were challenges in interpreting the data presented in reports. In some reports, the data presented were still raw with limited analysis and interpretation of the data. This subsequently, left some analysis and interpretation to the reader including ourselves. This consequently presents limitations as various interpretations could then emerge – which may or may not be accurate. Statistical data often presented in reports have yet to maximise its full usages in providing pertinent information.

### *4. Capacity and scope of the work to be done*

The TA for TEP I was for 6 months from July to December 2007. Delays in formalising the contract had meant that it was not until August before the work began. This timeframe was assumed to have given IOE sufficient time to collect, analyse and present this report. Initially, 3 IOE staff was allocated to work on this project and as the activity progressed, it was necessary get the help of other IOE staff into the TEP team. The time spent on data collection from correspondence and documents to be received from the 12 states further prolonged the timeframe for the project.

## Conclusion

The strength of this report is directly linked to the availability and accuracy of the documents – which in this case, was not helped by the approach taken by way of desk review. The limited availability of documents as well as the often questionable accuracy of the available documents could have been addressed through alternative or complementary research approach. From a research perspective, the use of a single research tool is often avoided at all cost, because of issues of validity, reliability, trustworthiness, consistency of data that can only be achieved through a triangulation approach. This means that to address the issues of document availability and accuracy, at least two other research tools (such as interviewing and observation or questionnaire) would have significantly resolved these issues and strengthens the validity, reliability, trustworthiness and consistency of the data.

A key lesson from this study is that a desk review seems inappropriate and inadequate for this kind of study in Pacific Island countries. Unavailable or inaccessible data in country contexts, scattered data depositories, restricted country capacities of people and time as well as differing country agendas and priorities, render a desk review (of its own) unsatisfactory.

Consequently, that even with a desk review, it would have been more effective to conduct site visits, to gather recent and up to date data given the limited timeframe allowed for this TA. Added to this, site visits, despite the travel time, would still be a more efficient method of data collection and data analysis. The site visits would have also given greater opportunities for dialogue and canvassing the interest and support of governments and teacher education institutes.

It is therefore, based on the described methodology and the subsequent limitations of this desk review that the findings from the preliminary study are now presented. This report is presented as a way to begin discussions on teachers and teacher education in the participating 13 countries. This report, is not the full story, it is only the foundation and a starting point.

# 1. TEACHERS AND TEACHER EDUCATION IN THE COOK ISLANDS

Seu'ula Johansson Fua

## 1.1 Country background

### 1.1.1 National social, cultural, political and economic background

Cook Islands is a country of 15 islands with a land area of 236 square kilometres extending over almost 2 million square kilometres of sea. The vast distance between the southern and northern groups of islands has implications for travel and transportation. However, all island groups are well equipped with telecommunication technology.

The estimated population was 21,750 in July 2007. According to the 2001 census, 87% of the population is Cook Island Maori (Polynesian).

Cook Islands Christian Church account for 55% of the population while 16% belong to the Roman Catholic Church. Other churches in the country include the Seventh-Day Adventists, Church of Latter Day Saints and others

The official languages are English and Maori.

Cook Islands has been a self-governing state in free association with New Zealand since 1965. This means that Cook Islanders have open access to New Zealand citizenship and can travel freely between the two countries. This also means that New Zealand has to a large degree influenced development in the country.

The close association with New Zealand has also impacted the educational development of the country. Recently, the Cook Islands Ministry of Education has been making efforts to closely align their curriculum with local Cook Islands culture, context and needs.

The Cook Islands national economy is based mainly on tourism, fish exports, financial services and the pearl industry. Most of the pearl industry is located in the Northern Cook Islands, while tourism is mainly centred in Rarotonga and Aitutaki. Southern Cook Islands' economy is based mainly on agriculture. Tourism accounts for a large section of the GDP and in 2005 brought in over 80,000 tourists to the country.

### 1.1.2 Educational Background

Since the Cook Islands became a self-governing nation in 1965 there has been an ongoing effort to provide an education system that is rooted in the Cook Islands context. In 1975, a Cook Islands Education Policy Statement was released, placing emphasis on several key areas, including bilingualism, compulsory education, universal secondary education to Form 5, pre-school education for all, upgrading of all teaching areas including TVET, introduction of Cook Islands Form 5 Certificate and promotion of sports and cultural activities. This was obviously a landmark document in the drive to provide education that is relevant and meaningful for Cook Island students.

## Ministry of Education Review

In 1989, a task force was commissioned by the Cook Islands Ministry of Education (CIMoE) to review the Cook Islands education system. The ‘Polynesian Way’ was the outcome of this review. Despite its radical proposals, this was a very comprehensive assessment of the education sector at the time. One of the key findings from this review affirms the need to re-examine our education systems, not only for the Cook Islands but right across the region. The review stated:

The system was never designed to answer the needs of the Cook Islands in the late twentieth and early twenty first centuries. It was initially designed in the first half of the nineteenth century to promote the interests of the recently arrived church and their early converts. It was adapted to reflect the policies of the British and then the New Zealand administrations. Then it went through a long series of further adaptations reflecting the fluctuating fortunes of the New Zealand economy. Finally, in 1975, it was taken over by Cook Islands administrators and required to respond to the first ever local identification of the needs of the Cook Islands people (Ministerial Task Force, 1989:xxiii).

The review went on to point out that, while some success had been achieved, it was short-lived.

But, by 1983 it had exhausted its capacity to respond to national demands. Never designed at any point to perform the task of fulfilling the aspirations of a self-governing, independent Polynesian people, it inevitably revealed massive internal contradictions. These contradictions and the various confrontations (financial, administrative, ethical, economic, historical, geographical and cultural) which resulted from them...have produced increasingly several levels of confrontation (Ministerial Task Force, 1989: xxxiv)

### **Strategic Planning Seminar**

In 1997, USP in collaboration with regional countries held a series of Strategic Planning Seminars on identifying priorities and needs for education. Ewan Smith, representing the private sector panel, called for the following to be undertaken urgently:

- a) restructure and reform of the education system
- b) more effective management of the education department
- c) education outputs to be made more relevant
- d) more appropriate curriculum to be developed (eg. Craft/agriculture and technical) and key areas of economic activity (tourism, marine resources, culture, finance and life skills) to be targeted.
- e) resources to be improved
- f) promote change in attitudes towards education
- g) make educational standards regionally competitive and qualifications portable
- h) ensure there is a balance in the development of Rarotonga and the outer islands.

This list is added to by a paper presented by Vane Wichman on parents’ priorities. This list included;

- a) more focus on community education programmes
- b) identification of innovative means and modes of delivery for primary education
- c) equal access to primary education.

Collectively, the Strategic Planning Seminar Report identified key issues relating to educational structures, management, relevancy, quality, equity, access and funding of education. These issues are the same issues raised by the ‘Polynesian Way’ when it stated that:

The public has expressed a desire for an education system which has three essential components: Fairness, Equality and High Standards (Ministerial Task Force, 1989:xxvi).

## **Cook Islands Education Strategic Plan for 2005/06 – 2019/2020**

Currently, the CIMoE is putting together the Cook Islands Education Strategic Plan for 2005/06 – 2019/2020. In this plan the issues of quality, equity, access, sustainability and efficiency are reiterated in the guiding principles for the policy framework as; quality, relevancy, partnerships, efficiency and equity. With this Strategic Plan the Ministry has put forward the vision:

...to build the skills, knowledge, attitudes and values of its people to ensure sustainable economic growth, language and culture of the Cook Islands and to enable Cook Islanders to put their capabilities to best use in all areas of their lives (Ministry of Education, Draft Education Strategic Policy Framework 2005).

This vision is to be guided by the principles of equity, efficiency, partnership, relevancy and quality through which the Ministry will reach its motto of *Kia Tupu e Kia Ruperupe* through the acquisition of skills, knowledge, values and attitudes and flourish through their application. Thus, the current draft of the Ministry expresses the belief that, by putting the skills, knowledge, attitudes and values of its people in the core of its educational structures and processes, it will yield students who will be grounded in Cook Islands culture and language, which will consequently ensure sustainable livelihoods for them within and beyond the Cook Islands.

### **Schools and enrolment**

Schools are established on each of the 12 permanently inhabited islands. There are 33 schools in total, 14 on Rarotonga, 11 in the Southern Cooks and 8 in the Northern Cooks. Twenty-five of the schools are owned and administered by the government, six by the church and two are privately owned.

These schools include pre-schools for three to four-year-olds, primary schools (Grade 1 – 6) for children from the age of five to ten years old, and secondary schools (Form 1 to senior level 3) for children between 11 and 18 years. Fifteen is the minimum school-leaving age.

Cook Islands education has done well in its progress towards the Millennium Development Goals (MDGs). The country has achieved universal primary education and has a high adult literacy rate of 93% in 1999.

In recent years, there has been a noticeable decrease in the enrolment of students. In 1996 a decrease of 11% was recorded at pre-school, at primary school there was a decrease of 26% and an 8% decrease in secondary enrolment. This has added to an overall decrease of 18% in school enrolment since 1996. Between 2004 and 2005 there was an overall decrease of 1.3% with a decrease of 4.1% recorded in the southern Cooks alone.

It is been argued that, based on current trends and population projects, the decrease in enrolment will continue and will be higher in the outer islands because of migration to Rarotonga and out of Cook Islands. Demmke argues that while there were 296 teachers employed in 2003, less than 200 will be needed by 2016. However, between 2000 and 2003, an average of 23 teachers left the profession annually with 15% of them being expatriates. At this rate, Demmke believes that estimated 15 – 20 new teachers will be required each year in order to meet the projected student enrolment.

### **Cook Islands Teacher Training College**

There is one teacher education institute, the Cook Islands Teacher Training College (CITTC) that is located on Rarotonga and is owned and administered by the Ministry of Education. CITTC has worked hard in the last years to ensure that it meets the demand for teachers in the country. In 2006, there was no intake for the Diploma in Primary Education and ECE programs as the college had been able to supply the country's needs.

CITTC has been working to improve the quality of primary school teaching through in-service training and advice in literacy, English, mathematics, Cook Islands Maori, visual arts, science, social science, and health and physical well-being.

### **Curriculum Development**

Significant improvements have been at the Ministry with various projects funded by NZAID and the EU to improve classrooms in the outer islands and revise the curriculum, including the development and trial of a Marine Studies programme and Performing Arts Curriculum. The Mathematics curriculum has been finalised and distributed to schools, and draft statements for the English, CI Maori, science, visual arts, health and well-being curricula were expected to be endorsed, printed and distributed to schools by the end of 2006.

NZAID and the EU have assisted the Ministry in improving the quality of Early Childhood Education. This has been done with the introduction of the Ministry's new ECE curriculum, in-service training and national workshops for ECE teachers. The ECE program has extended its coverage with a project that was trialed in 2006 as the 'Parents as First Teachers' project. An evaluation of this project was expected at the end of 2006. Added to this, the CITTC has also improved its ECE education through support from the Open Poly Tech and USP ECE Diploma courses being offered at the college.

### **School management**

The Ministry has made significant improvements in the management of schools in the northern Cooks. This has included twinning with New Zealand schools and the enrolment of 16 principals and senior teachers in a Graduate Diploma of Education Management programme. The Ministry has also set up a new Satellite School Policy where smaller schools are being administered by larger schools. A pilot of this program has been conducted in Mangaia with the principal of the larger school taking leadership responsibilities for three schools. It is expected that this Satellite School Policy will soon be applied to the northern Cooks.

## **1.2 Teachers and teacher education**

The statistics below are the latest official statistics from the Education Statistics Digest 2005, published by the Cook Islands Ministry of Education:

1. In 2005, there was a total of 282 teachers of which 211 (75%) were women. These 282 teachers provided service for a total of 4,573 students which meant a pupil/teacher ratio of 16:1.
2. In 2005, of the 282 teachers, 23 (8%) were teaching at pre-school level, 137 (49%) at primary school level, and the remaining 122 (43%) were teaching at secondary school level. Of the 282 teachers, 238 (84%) were Cook Islands Maori.
3. In 2005, 59% of the teachers were working in Rarotonga, while 29% were working in schools in the southern Cooks, and the remaining 12% were working in the northern Cooks.

4. In 2005, of the 282 teachers, 79% of them did not hold degree qualifications, while 21% of the teachers held degrees.
5. The 2005 data also showed that 93% of the teachers were certified teachers – meaning that they had received teacher training college certificate or diploma. This means that only 7% of the teachers had not received teaching certification.
6. The average age group for the teaching profession in the Cook Islands is between 35 and 39 years old.
7. Teacher education is provided by the Cook Islands Ministry of Education that offers a three-year program towards a Diploma of Teaching for Primary and Early Childhood Education.

### **1.3 Legislation and employment frameworks**

The Cook Islands education system is guided by the principal Education Act 1986 – 87. Certain sections were amended by the Education Amendment Act 2003. Section 31 subsection 1 stipulates that education is compulsory for every child from the age of 5 to 15. Under the Education Act 1987, Part V with Sections 39 to Section 56 being responsible for regulations specific to teachers. Added to this is section 57 of Part VI where it stipulates guidance for the incorporation of society of teachers.

The Education Act 1987 Part V for Teachers covers the following sections;

- Section 39 Teachers to be registered
- Section 40 for Teachers Register
- Section 41 Registration of teachers
- Section 42 Conditional registration
- Section 43 Department to make application for certain persons
- Section 44 Transitional provision
- Section 45 Registration fees
- Section 46 Manner of dealing with applications
- Section 47 Offence as to Registration
- Section 48 Register to open to inspection and to be published
- Section 49 Secretary to be informed of Changes
- Section 50 Removal of certain names from the register
- Section 51 Cancellation of conditional registration
- Section 52 Ethical standards to be observed
- Section 53 De-registration
- Section 54 General appeal
- Section 55 Children to be treated with respect
- Section 56 Corporal punishment

### **1.4 Teacher-related and teacher education policies**

The Cook Islands Education Guidelines sets out the Cook Islands Education Goals, Cook Islands Curriculum Framework and the Cook Islands Administration Guidelines. Within this document, the Cook Islands Administrative Guidelines (CIAGs) state that each governing body that is responsible for the management of a school should comply with provisions of the Public Service Act 1995/96, the Labour Act and any memorandum of understanding signed between the governing body and the Secretary of Education. Further to this, each employer's code of conduct is defined in Section 17 of the Public Service Act.



The CIAGs stipulate that teachers and education personnel are to comply with minimum requirements of the Ministry of Education's policies on staff entitlements, staff leave and salary.

The CIAGs require school principals and teachers:

1. To develop and conduct their own professional development programs and performance appraisal systems that is to be in line with the Ministry of Education's Teacher Performance Management guidelines.
2. To supply teaching resources that is appropriate and will enhance student learning.
3. To manage and account for school funds and resources in accordance with guidelines provided by the Ministry of Education or the school's Board of Management.
4. To develop and implement a range of learning programs that are appropriately assessed to enable students to achieve and progress in their learning. Principals and teachers are also required to gather quality assessment information about students' learning needs and consequently develop and implement appropriate teaching strategies that will address these learning needs.
5. To ensure that they provide a safe physical and emotional environment for the staff and the students that is in compliance with the Ministry of Education policy and procedures on physical and emotional abuse of students.

The Cook Islands Teacher Training College (CITTC) has several policies in support of their services that include: a student entry policy, a reporting policy, an accountability policy, an evaluation policy, and a course and program requirements policy.

1. The student entry policy establishes a system that clearly publicises student teachers' entry requirements, which include no unreasonable barriers. The student entry policy sets out criteria for acceptance into the teacher education programme and this is published and made available to applicants. The policy is to guide the teacher education programme so that CITTC requirements for student recruitment include teacher registration criteria. One of the key features of the entry policy is the system to recognise student teachers' prior learning. A set procedure has been made public to enable the recognition of applicants' prior learning.

The entry policy has procedures to encourage recruitment of student teachers from the outer islands, funds for recruitment campaigns, including the promotion of teaching as a career, and publicising this widely. The student entry policy is also concerned with ensuring that the procedures for recruitment maintain an 'open line' to respond to all expressions of interest in teaching. This includes avenues for the recruitment of adult student teachers and recognition of prior learning that may not necessarily have been recognised before. However, the CITTC is concerned with maintaining standards of the college and requires written documents, either from New Zealand Qualifications Authority or others, for students wishing to transfer to the college.

2. The minimum course and programme policy requires student teachers to complete about 80% of their program. Added to this, student teachers are ineligible for completion of the program if they have had more than two absences over an 11-week semester. The minimum course and programme requirement has procedures for student teachers to appeal any decision by the college to cease their enrolment at the college.
3. The reporting policy states that the college CITTC is responsible for informing student teachers and their sponsors/mentors and/or island secretaries of their progress at the completion of each semester in an effective manner through set procedures that are deemed to

be equitable, informative and transparent. Students are given avenues for appeal if they feel reporting is unjustified. The reporting policy has also set in place a database of records to be maintained of student teachers.

4. The accountability policy lays down clear guidelines of responsibilities to ensure that each staff member is accountable for reporting on their responsibilities. The policy specifically outlines responsibilities for key personnel within the college including the Principal, Assessment, Reporting and Moderation Committee, Lecturers, NZQA Liaison Teacher and the Support Staff. It is evident from Accountability Policy the responsibility of maintaining records and the Central Student Teachers' Database is shared amongst all members of the college. It also suggests a systematic approach to maintaining records and ensuring proper documents occur at every level of the operation.
5. The evaluation policy requires all reporting procedures to take place at the end of the academic year. The evaluation process will increase awareness of the pedagogy involved in reporting. This responsibility of assessment is with the Assessment, Moderation and Reporting Committee of the college. The key purpose of the annual review is to ensure that the reporting system is able to meet the needs of all stakeholders interested in the college and the supply and quality of the teachers it produces.

## **1.5 Teacher education programmes**

### Diploma of Teaching for Primary and Early Childhood Education

The program includes CITTC courses as well as selected courses from the University of the South Pacific (USP): ED151 Human Development, ED 252 Teaching and Learning Psychology and LL114 English for Academic purposes. Students are required to pass all three papers by the completion of the three-year program. A USP campus is located in Rarotonga, and education courses are offered through distance mode to students in the outer islands. Face-to-face classes are held during the summer semesters at CITTC, which is located in Rarotonga..

To qualify for the CITTC Diploma program, applicants are required to be of good character, having demonstrated ability to contribute to the community. Applicants must preferably be fluent in Maori, be 18 years old by 31st January of that year, be clear of medical problems, have no criminal record and provide evidence of Cook Islands citizenship or permanent residency.

Applicants who have completed some prior learning are given avenues for cross-crediting processes and are to follow the CITTC's policy on prior learning. Each case is to be considered individually.

Entrance into the program depends on provision of evidence that shows that they have either Form 6 certificate with grade 5 or better in English, or 12 credits or more in English and/or Cook Islands Maori at NCEA Level 2, or a pass in USP English paper LLF11. Added to this is a grade 5 or better in either Form 6 certificate maths or 18 credits or more in maths in NCEA level 1, or 12 or more credits at Level 2, or a pass in both USP preliminary maths papers MAP 12 and 13.

The CITTC also considers other courses such as the Teacher Aide Certificate or the Early Childhood Education and Care or other NCEA Level 3 courses. However, applicants who enter the College through this last consideration are normally required to take a test in Maori or English and a maths test. Applicants are also required to attend an interview with at least four people from the following:

community representative, Principals' Association, Principal of CITTC, Island Secretary, a representative of the Ministry of Education and CITTC Advisory Board. Applicants are given clear guidelines as to expectations, documents required and process to lodge applications.

Currently, student teachers are entitled to an allowance.

### Graduate Certificate for Secondary Teaching

The Graduate Certificate for Secondary Teaching is a one-year field-based program that has been offered since 2005. Cook Islands needs for primary school teachers have been met by the CITTC. However, there is still a shortage of teachers for secondary school and the Ministry of Education has adopted measures to address this need. This includes the establishment of the Cook Islands Graduate Diploma for Secondary Teaching, secondary teaching scholarships and also a campaign to recruit Cook Islands teachers currently working in New Zealand.

### The Apii Tamariki Potiki – Early Childhood Education

This is currently being designed with USP and the Open Polytechnic of Aotearoa He Wharekura-Tini Kaihauutu o Aotearoa.

A qualification for Maori teachers in secondary teaching is in the planning stage.

## **1.6 Teacher education curriculum**

Diploma for Primary Teaching in the Cook Islands is a three year program that was developed, written and established by the lecturers of CITTC over two years beginning in 2004. The program is based on 3 strands;

1. Curriculum Knowledge and Practice
2. Personal and Professional Education
3. Professional Inquiry and Practice

The program is designed so that students are knowledgeable about theories of education, to test those theories in the classroom, explore their identities within the realities of the Cook Islands classroom and teach lessons that will be suitable to the needs of Cook Islands students. The program also encourages students to develop their own personal philosophy pedagogy and put these into practice within Cook Islands classrooms.

Distance Flexible Mode (DFL) for Primary Teaching is a shift from face to face teaching traditionally offered at CITC in Rarotonga. The move towards offering CITTC courses through DFL is in response to less demand for teachers as the national school roll continues to decline. The DFL will offer all courses normally offered through face-to-face. The exception to this will be the personal and professional education courses which will be delivered face to face during clock courses. Added to this, are the teaching practicum which will be completed either on home island, Rarotonga and an overseas practice.

Graduate Certificate for Secondary Teaching is a one year field based programme that was developed in 2005. This course is offered to teachers who have gained a graduate degree but without a teaching certification. At present the course offered is through DLF as Pedagogy in the Cook Islands Curriculum Framework. The CITTC is in the process of offering other courses within certification so that it may be accredited elsewhere. These courses include teaching methods for learners with special

needs, Kai Korero Maori, Introduction to the Curriculum, Education in the Cook Islands, Human Development and Professional Ethics.

Apii Tamariki Potiki: Early Childhood Education is included in the CITTC curriculum by inclusion of 2 qualifications at certificate level. These certificates are being negotiated with the USP to offer 3 courses over three semesters and a National Certificate in Early childhood Education through Open Polytechnic. The National Certificate in ECE from Open Polytechnic requires 19 unit standards with a total value of 63 credits. Added to the certificate program offered, CITTC is also in the process of consultation with USP in relation to its ECE Diploma which has 5 core courses and 3 electives. USP is more likely choice because of the Pacific context and ensuring that curriculum is relevant to Cook Islands context. An added advantage is the location of the USP campus in Rarotonga to provide added support in terms of resources and tutors.

Qualification for Maori Teachers in Secondary Teaching is a program that is currently being developed. The certificate is being developed and will be tested with practicing teachers over 6 months. It is planned that the certificate program will lead to a diploma program. A team of experts from the Ministry of Culture and Development and also from the secondary schools are working on developing this certification.

## **1.7 The teacher educator and the student teacher**

Records of the student teacher admission and student achievement are kept in the central student teachers' records database at CITTC through a collaborative effort by the Principal, lecturers, NZQA Liaison Officer, support staff and the Assessment, Reporting and Moderation Committee. The collection and maintenance of the records are guided by the CITTC reporting and accountability policies (see 1.2).

The database is reviewed on an annual basis to validate its ability to provide necessary information for all interested stakeholders. Guidelines for the assessment and review of the database are also outlined in the reporting and accountability policies.

No data is available on the academic staff criteria (qualifications, status, special requirements) to teach program courses, nor on how these staff criteria are able to match the overall goals and functions of the teaching program.

No data is available on the teacher – pupil ratio and how this has changed in the last 10 years.

## **1.8 The teacher graduate (status, quality, deployment etc)**

All 15 Year 3 ECE/Primary student teachers who graduated in December 2005 were appointed to teaching positions by January 2006. The Cook Islands now has a surplus of trained primary teachers. There was no planned pre-service intake for 2006. It is expected that by the end of 2007 there will be an additional nine student trainees graduating from CITTC. Added to this are four student trainees who are based on their home island, studying by distance flexible mode.

The CITTC register shows:

- 24 trainees enrolled and gained credits, and 15 trainees graduated in 2005.
- three persons enrolled for the secondary teacher training and two graduated in 2005.
- four persons gained credits through Distance and Flexible mode in 2005.

- 20 – 25 teachers enrolled for degree level courses at the USP in 2005.

## 1.9 Resources for teachers

The Ministry of Education conducted a survey in 2006 to ascertain the level of support given by the Ministry in terms of resources, provision of advice and training in the implementation of new curricula. A summary of the results is given below.

The new ECE curriculum: 60% of the schools responded that the support was satisfactory. However, no support was given to the northern Cooks for logistical reasons. The Ministry had set a target of meeting an 80 – 100% satisfactory response.

The Maori and English curricula and the reading, bilingual and second language programs: schools were provided with graded readers in CI Maori dialects, but there were differences in the amount of support for Maori and English. For Maori, 67% of the schools responded satisfactory or better with limited support provided to the northern Cooks for logistical difficulties. In this case, the Ministry was hoping for an 80 – 100% satisfactory response. However, in relation to the support being given to English/literacy, the Ministry's target was met, as 82% of schools responding positively. Although target was met, the northern Cooks received limited support. This result concurs with findings from a values evaluation conducted by the IOE in collaboration with the CIMoE in 2005, which also highlighted the discrepancy in support given to English and CI Maori.

The new mathematics curriculum and numeracy project: the Ministry was able to reach its target with 100% of the schools responding positively about the provision of advice, training and resources.

The new marine studies curriculum and science curriculum: the Ministry achieved its goals with 100% of the schools reporting satisfactory or better provision of advice, training and resources. The Ministry was also able to meet its target with 87% of schools reporting satisfactory or better provision of advice, training and resources for to the implementation of the health and physical well-being curriculum.

The new social science curriculum: 78% of schools reported a satisfactory provision of advice, training and resources.

The new performing arts curriculum: 53% of schools responding to the survey reported satisfactory provision of advice, training and resources.

The teaching of inclusive education students: 69% of schools responded positively to the support given through advice, training and resources. This low response has been attributed by the Ministry to the emphasis being given to Rarotonga schools and the southern group and with no support given to the northern group.

## 1.10 Projects for teachers and teacher education

1. Establishment of the Cook Islands Graduate Diploma for Secondary Teaching in 2005 to address the need for secondary school teachers. The Diploma is being implemented with extra courses to enable the diploma to be accredited to other regional (including NZ) institutes.
2. The ECE program at the CITTC is supported by courses from the Open Polytech of Aotearoa and also courses from USP.
3. CITTC is in the process of setting up a qualification for Maori teachers in secondary teaching.

4. The ongoing promotion of secondary teaching scholarships in New Zealand and other universities in the region.
5. Recruitment campaign to attract experienced graduate Cook Islands secondary teachers currently teaching in New Zealand schools to teach in Cook Islands.
6. Offer of Diploma of Primary Teaching through DFL, with work in progress for writing the 200-level and 300-level courses by CITTC staff.
7. With the revised curriculum and the implementation of new subjects including the performing arts there also significant number of in-service training courses being offered to teachers.
  - A series of workshops was organised for teachers as part of the revised curriculum for languages (Maori and English).
  - Support given to primary schools through the literacy program, including evaluation of a balanced reading and writing programme.
  - A media workshop was conducted in 2006 for teachers by USP/UNESCO in support of English literacy for primary school teachers.
  - A series of professional development programmes for bilingual education that saw the involvement of community groups and teachers in the collection and development of 'best practice' in bilingual education. This has resulted in the 'Bilingual Education in Cook Islands School' text being produced.
8. For ECE level, new projects include the Parents as First Teachers Project which was piloted in 2006. There have also been national ECE workshops, attachments at ECE centres in Wellington and Porirua, and planned purchase and distribution of ECE resources worth \$44,000 to outer island and Rarotonga schools.
9. NZAID School Resources Project and the EU funded OI Development Project funded the development, publication and distribution of the new *Assessment Resources for Grade 1 – 8* booklet on standard based assessment. It was sent to all schools. Workshops were also conducted, including in-class modeling, at all Rarotonga schools, the southern Cooks, and Manihiki and Penrhyn in 2005.
10. The CIMoE ran a series of workshops in support of the Numeracy Project that included PRIDE funding the numeracy facilitator to attend a regional Literacy and Numeracy workshop in Tonga in 2006.
11. Support was given by NZAID and the EU-funded OI Development Project to support teaching resources for the new science and marine studies curriculum. Added to this, most schools in Rarotonga, the southern Cooks and northern Cooks received support visits for the implementation of the new marine studies curriculum. In support of teachers, 22 teachers studied NZ Association of Science Educators courses with 10 Mangaia teachers being awarded NZQA certificates.
12. The new health and physical well-being curriculum was well supported by various donors. UNESCO funded workshops on drug education for 43 primary and secondary teachers throughout the Cook Islands. NZAID School Resources Project and the EU-funded OI Development Project purchased resources for all schools in support of this curriculum. UNESCO funded resource kits, 20 for health and seven for physical education, which were purchased and distributed to all primary and secondary schools. The National Healthy Food Policy was developed with funding from SPC.
13. Workshops were held to all schools on Penrhyn, Rarotonga and the southern Cooks in orientation and planning for the new social science curriculum. This was followed by visits. Teachers were supported with a planning guide, a CD, a library list of useful books, and a social science website created in the Education Gazette. Local resources were produced on selected topics. The EU and NZAID School Resource Project provided funding for some of these resources.
14. Teachers were supported in teaching the new performing arts and visual arts by way of attachment to an NZ Dance Symposium and professional development program, also in New

Zealand. Teachers were given support by an advisor who had tutored 55 practising teachers doing the USP ED 282 Arts Education course. A series of workshops was offered for arts teachers in Rarotonga and the southern Cooks. Added to this is the *Cook Islands Art* book that is in its final draft. The NZAID School Resource Project and the EU-funded OI Development Project assisted in the purchase and support of teaching resources for the performing arts and visual arts.

15. Workshops were delivered for teacher aides in Rarotonga and the southern Cooks on inclusive education. NZAID funded assessment and educational resources for inclusive education. A resource centre was established with materials and teaching aids to support inclusive education. Capacity-building was given for two teacher aides in the Open Polytechnic Teacher Aide Certificate. This was funded by NZAID.

### **1.11 Summaries: Key issues for teachers and teacher education**

The CIMoE and the CITTC have made significant improvements in the provision of teacher education, particularly in the areas of policy development, teacher education programs and curriculum, and in provision of resources for teachers. That the CITTC has successfully managed to meet the demand for primary school teachers is to be commended and recognized as an achievement in educational development in the Cook Islands. Few key issues remain for teacher and teacher education at primary school level for Cook Islands.

The declining enrolment number for Cook Island primary schools means that the pupil/teacher ratio, which is currently at 16:1, may be decreased. While this may seem like an advantage it also has implications for the cost of funding a teacher. Further to this, the advantages of a lower ratio in a Cook Islands classroom has yet to be assessed, and data that can inform teachers on best practices for smaller classes are needed.

The Parents as First Teacher Project is an innovative and interesting effort to draw closer relationships between teachers and parents and at the same time encourage parents to take greater responsibility for the education of their children. An evaluation of this project has been planned and it is hoped that when this evaluation become public it may provide valuable lessons for other countries.

While Cook Islands classrooms have been fairly well resourced, given various donor agencies support, there remains a discrepancy between provision for Rarotonga, the southern Cook Islands and the northern Cook Islands. The relative isolation and logistical difficulties of reaching the northern islands remains a key challenge in providing equitable resources to all the islands.

Although primary school teacher supply has been achieved and most of the teaching force has a teaching qualification (certificate or diploma), the CITTC can explore upgrading of diploma courses to degree level.

The CIMoE is currently conducting various projects to improve teachers and teacher education. These projects include provision of resources, increased number of in-service training, professional development programs, and continual improvement and up-grading of courses offered at CITTC. In time, these projects will be evaluated and reviewed for their impact on student learning. This review will be valuable, not only for Cook Islands but also for other Pacific Island states.

The current changes in the CIMoE have been brought about by conscious effort by the ministry to rethink education in the Cook Islands. This rethinking has given the ministry and its staff opportunity to reflect on the Cook Islands context and their vision. From various discussions and reflections on the

purpose of education for the Cook Islands, it has been maintained that the focus should always be on the students' learning. In focusing on the students learning, the Ministry has worked hard to incorporate teachers in their planning and to better co-ordinate projects and efforts as to ensure a more holistic development.

The CIMoE has recognised the difficulties in providing support and resources to the Northern islands and have made several efforts to address this. However, it has also been recognised that while there may be lack of support and resources for the northern islands, the support received from parents are impressive and encouraging. The CIMoE has observed that while the northern islands receive tremendous support from parents, the same could not be said about the support received from Rarotonga and southern island parents.

As a result of the declining enrolment numbers, schools have become more competitive in their effort to recruit more students and maintain the number of teachers. This has some benefits – including better organisation of teacher support and teacher administration. This is evident in schools such as Nikao on Rarotonga with complete sets of teacher handbook, teacher policy and their commitment to improving teacher competency.

### **1.12 Proposed issues/ areas for further scrutiny/research/discussion**

Cook Islands' experience with the declining student: teacher ratio presents an opportunity to explore advantages and best practices that occur within small classrooms. Further discussion needs to take place on whether there are teaching practices better suited for smaller classrooms, especially in light of predictions of future decline in enrolment. Such a discussion may also be beneficial for other small Pacific Island states.

The Cook Islands Parents as First Teacher Project is an innovative project. Although it has just been piloted, discussion can take place to share some of the benefits and challenges of this project. Lessons can be learnt from the Cook Island experience for other Pacific Island states. The parent/ community partnership and involvement in education is often a hidden and undervalued relationship that can be better understood and made explicit in order to share best practice amongst Pacific Island educators.

The challenge of providing resources for schools in the northern Cooks is an opportunity to seek alternative approaches to resource provision and teacher supply. Are there alternatives that may address or resolve issues of distance and logistical challenges?

Improvement in the support of Maori studies by way of increasing resources for Maori teachers.

Currently, the CIMoE is providing a significant number of in-service programs and professional development to support teachers with the review of the curriculum. The Possibility of an evaluation process to review the impact of the in-service programs on student learning and improvement of teachers' skills needs further discussion. As CIMoE is embarking on a series of in-service programs, some of which are innovative, it is important that lessons are learnt from this process, not only for the Cook Islands but also for other similar Pacific Island states.

### **Conclusion**

CIMoE and the CITTC have done well in the development of teacher quality, supply and teacher education programs. That the CITTC is providing courses from ECE to secondary education is to be commended. Added to this is the new program designed for Maori teachers to obtain teaching



qualifications; this reflects a significant effort to raise the profile of Maori in the school system. Over the years, CITTC's effort to improve teacher education has shown positive results – including its ability to meet the demand for primary school teachers. Other projects currently being planned, developed and operated by the CITTC also show a consolidated effort to raise the profile of teachers and teacher education in the Cook Islands. This report is of the view that an evaluation process of current in-service programs and workshops will further aid CIMoE and CITTC's ongoing effort to improve the quality of teachers and teacher education.

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## 2. TEACHERS AND TEACHER EDUCATION IN FIJI

Sereana Tagivakatini

### 2.1 Country Background

#### 2.1.1 Geographical, historical and economic background

Fiji's total land area is 18,333 sq.km, with an EEZ covering about a 1.3 million sq.km of the South Pacific Ocean. There are nearly 330 islands, some one third of which are inhabited. There are two major islands - Viti Levu which has 57% of the country's land mass and about 76% of its population, and Vanua Levu which has 39% of the land area but only 18% of the total population. Other main islands include Taveuni, Kadavu, the Lomaiviti group and Rotuma, which account for 6% of the population (1996 Census). The 2007 census figures show an increase in the population of Viti Levu to 79.5% while the populations for Vanua Levu and the outer islands decreased to 15.8 % and 4.7% respectively.

The total population during the last census in 1996 was 775,077 (Fiji Bureau of Statistics); 46% of the population lived in urban areas while 54% lived in rural areas. The provisional figures for the 2007 census indicate a total population of 827,900 which is an increase of 52,823 persons (6.8%). By 2007, the urban population had increased to 51% while the rural population decreased to 49%. The rural to urban drift has been attributed to the exodus of Indo-Fijian sugar cane farmers whose 30-year agricultural land leases, acquired soon after independence, started expiring in 2000.

In 2003, the annual population growth rate stood at 1.2% while the population density was calculated to be 45.5 persons/sq.km. The overall dependency ratio for the overall population was 0.65 (Narsey, 2007, p.3), with significantly higher ratio of 0.76 for Fijians when compared to 0.52 for Indo Fijians.

Fiji gained independence from Great Britain on 10 October 1970 and established a parliamentary democracy, adopting a bicameral Westminster Model with a lower House of Representatives and an upper Senate. The maintenance of political stability within the ethnic and social tensions in Fiji's population is a key challenge for a democratic Fiji. The political upheavals of 1987, 2000 and 2006 have wrought changes and created instability in both the government and the people.

Fiji is currently under an autocratic military regime which took over power in December 2006. Amid international pressures from major donors and international agencies, the interim prime minister has promised to return Fiji to democracy by 2009.

Fiji is perhaps one of the better developed countries of the Pacific, due to its central geographical location, size, relative abundance of natural resources and the quality of its infrastructure. Fiji plays the role of administrative centre for the region, hosting the headquarters of several regional organisations such as the Forum Secretariat, SOPAC and the University of the South Pacific. English is the business and administrative language in Fiji.

The Fiji economy is dependent on a number of activities, notably tourism, trade and sugar. Economic growth for Fiji in 2005 was estimated at 1.7% (FTIB, 2007) and projected to increase for 2006 to correspond with expected improvements in agriculture, fisheries, forestry, and particularly the sugar industry. The downside of Fiji's economy is derived from the ailing mining industry and the burden of social services. Much of the economic growth of 2005 was attributed to the strong performance of the wholesale and retail trade and tourism related hotels and restaurants. However these activities are

vulnerable to dramatic changes in political, climatic and international market factors, and as 2007 has witnessed, the economy is taking a downward turn in the aftermath of the military takeover of government in December 2006.

### **2.1.2 Educational background**

The last decade marked national efforts in enhancing community partnerships with the government to increase access to quality education for all. Significant progress in accessing education for rural and disadvantaged children, greater pre-school enrolments and almost universal access to primary education have been reported by the Ministry of Education (Fiji MoE 2005 Annual Report, 2006: 4).

Fiji's formal educational history, particularly for primary education has its origins in the mission schools set up by the early Methodist and Catholic presence even before Fiji was ceded to Great Britain in 1874. The colonial government set up schools for European children while Fijians continued the pursuit for primary education in village schools. Indian religious organisations also provided schools for their children.

The Fiji Government's involvement in education with the introduction of the 1916 Education Ordinance continued to support the practice of racially divided and community supported schooling. This legacy (of a racially divided and community based education system) left a lasting impression on the disparities between schools due to location, ownership, management, and school ethos. Of particular concern is disparity between rural and urban schools in terms of staffing, infrastructure and resources for teaching and learning. Any formal moves by the state however to take over total responsibility for primary education in order to improve efficiency and equity in primary education as recommended by the 1969 Education Commission was never really addressed by successive governments. It was presumed by government that full state ownership and responsibility for primary education would preclude other developments in education. Today there are only two government-owned primary schools: the two that are closely associated with and located within the same premises as the teacher education institutions at Nasinu (Fiji College of Advanced Education) and Lautoka (Lautoka Teachers College).

The Ministry of Education is responsible for the delivery of education and training services for pre-schools, primary schools, secondary schools and training centres. These institutions cater for students in Classes 1 to Form 7, including students in vocational education and training programs, teaching personnel, school management and controlling authorities and adults in the advanced vocational training programs.

The education system is made up of pre-school, primary (Classes 1 – 8) and secondary sections (Forms 3 – 7). Tuition free primary education has been provided by the state for all primary students since 1982. Compulsory schooling applies for children from 6 years old to the completion of Year 8 or age 15, whichever occurs earlier, in keeping with the Education Act (Cap 262, Part XI, Section 28) of 1978, on Compulsory Education in Fiji, which stipulates that:

the Minister may, with the consent of Parliament, by order, specify any area or areas of Fiji in which all children of such age or ages as may be specified in such order shall be required to attend a school.  
when any order has been made under the provisions of subsection (1), the Minister may make regulations to secure that every child of the age specified in such order shall receive education in a school.

The Compulsory Education Regulations came into effect in January 1997, and were applied to the education districts of Ra and Cakaudrove initially, with the other seven districts phased in for

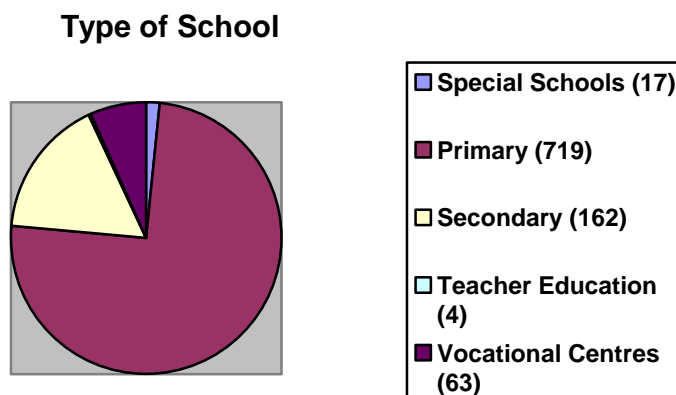
compliance over 1998-2000 (Fiji EFA 2000 Report). Government support for compulsory education was directed mainly towards classroom buildings and boarding facilities, the latter to overcome the problem of distance from schools.

The projected mid-year population of Fiji in 2005 was 886,212. Of this 211,725, representing close to 24% of the population attended school full time (MoE 2005 Annual Report, 2006, p.7). Of this total school population, 66.4 % were enrolled in primary education, 32.2 % in secondary education, 0.3 percent in teacher training and 1% in technical/vocational education, with an almost 50-50 representation between males and females in all categories except for the technical vocational section in which male outnumbered females by 2.3:1. The net enrolment of students in 2005 for primary and secondary education was 94% and 75% respectively.

Literacy rates showed an increase in the average of 86% in 1986 to 93% in 1996. These figures were slightly higher for ethnic Fijians than Indo-Fijians and higher for males than females.

There were 964 registered schools in 2005 as categorised below:

Figure 1: Number of schools in 2005 by Level



63% of primary schools and 30% of secondary schools are located in remote or isolated areas. Features of schools in rural areas include low enrolment figures and lack of basic services such as roads, electricity, telephones and sanitation.

The Ministry of Education budget for 2005 stood at FJD260.4 million, with an additional allocation of FJD 8 million to the Fiji Institute of Technology (FIT) and FJD 35 million to USP. The total education budget (303.4m) represented 21.3% of Fiji's total National Budget. The education budget has enjoyed and maintained a relatively large slice of the national budget, averaging 20.3% over the period 2001-2005. The major MoE budget programs for 2005 are shown in Table 2 below.

Table 2: 2005 MoE Budget by Program

Budget Program	Amount \$'000	% of MoE Budget
General Administration	10, 746. 0	4.13
Primary Education	120, 388. 8	46.23
Secondary Education	112, 381. 7	43.15
Curriculum, Education resources	2, 411. 4	0.93

and Schools broadcast		
Research and Development, Training and Fijian Education	5, 837. 7	0.65
TVET	1, 679. 4	2.24
Special Projects	3, 853. 5	1.48
Examinations	2, 217. 6	0.85
Library services	891. 9	0.34
<b>Total</b>	<b>239, 983. 6</b>	<b>100</b>

Source: adapted from Table 3 of 2005 MoE Annual Report

## 2.2 Teachers and teacher education

The number of teachers in the various levels of educational institutions in 2005 totalled 9,337 as shown in Table 3.

Table 3: Number of teachers by type of institution, 2005

	Eth	Gender	Pri	Sec	TT <sup>1</sup>	Special Ed	Total
Gov	Fij	M	16	184	19		219
		F	21	171	23		215
	Ind	M	3	70	15		88
		F	7	59	11		77
	Oth	M		13	3		16
		F		19	2		21
<b>Total</b>			<b>47</b>	<b>516</b>	<b>73</b>	<b>0</b>	<b>636</b>
Non-Gov	Fij	M	1116	664	3	22	1805
		F	1684	730	1	49	2464
	Ind	M	986	1029		14	2029
		F	1055	1069	1	15	2140
	Oth	M	40	54	4	1	99
		F	78	79	5	2	164
<b>Total</b>			<b>4959</b>	<b>3625</b>	<b>14</b>	<b>103</b>	<b>8701</b>
Totals	Fij		2837	1749	46	71	4703
	Ind		2051	2227	27	29	4334
	Oth		118	165	14	3	300
	M		2161	2014	44	37	4256
	F		2845	2127	43	66	5081
	<b>Tot</b>			<b>5006</b>	<b>4141</b>	<b>87</b>	<b>103</b>

Source: derived from Table VII in 2005 MoE Annual Report: p.53

The teacher:pupil ratio improved slightly over the last decade from 1:30 in 1995 to 1:28 in 2005 for primary education. For the same period, there was an improvement from 1:20 to 1:16 for secondary education. However, there were much higher numbers of pupils per teacher in urban centres because of higher enrolments.

Primary teachers make up 53.6% of the total teacher population. They serve in 75% of the total number of schools in Fiji, serving about 2/3 of the whole student population.

<sup>1</sup> TT – Teacher Training

The MoE's 2006-2008 Strategic Plan reported that there was an oversupply of teachers. The issue of teacher supply is being addressed by the formulation of a draft workforce plan that aims to improve the recruitment process for teachers, review the staffing formula and to establish an HR unit and staffing establishment control mechanism. The current staffing formula is based only on school classification according to pupils roll. This formula is to be reviewed in the 2006-08 MoE Strategic Plan to include other factors such as isolation, access to services and profile of student body.

The 2007 Education Budget provided for the conversion in the status of all Grant-In-Aid (GIA) teachers to become civil servants. Another important development in the recruitment of teachers is the establishment of the Fiji Education Staffing Appointments (FESA) which is an online resource to provide new teacher graduates seeking employment with up-to-date information on teaching vacancies and a tracking mechanism for their applications. FESA also contains information on teacher placement (posting/transfer), bio data, leave details, schools, pay data and PSC data. This allows for posting and transfers to be facilitated online (<http://www.education.gov.fj>) from the District Education Offices. The MoE spends close to 60% of its total budget on teachers' salaries.

The Schools Information Management System (SIMS) provides a framework that will enhance and facilitate an effective, efficient and timely data collection from schools and reporting to the Ministry of Education and all stakeholders throughout Fiji.

In the MoE Organisation Structure 2007, LTC was administered under the Primary Section while FCAE fell under the Secondary Section. There is no specific section looking after Tertiary Education as a unit in the MoE.

Teacher Registration Board ~ The establishment of a Teacher Registration Board was approved by Cabinet in 2005. The 7th Draft of the Teacher Registration Promulgation 2007 has been delivered to the Ministry to allow consultations with various stakeholders in education. Membership of the Board is 14, being made up of 1 Chairperson, 3 nominations from the Permanent Secretary of Education [1 primary representative, 1 secondary representative, 1 MoE representative], 1 FTA, 1 FTU, 1 LTC, 1 FCAE, 2 practicing teacher educators to be nominated by the institutions of higher education, 2 members to represent the school management boards, and 2 members to represent parents. The board would provide a public safeguard for quality education and stipulate high standards for professional education and entry into the teaching profession. The board would also set standards for the teaching profession and have powers to discipline teachers who breach prescribed standards.

Teacher qualifications in Fiji are generally satisfactory both in terms of academic background and teacher training, as shown in Table 4.

There is a high percentage of trained teachers in Fiji: of the total 9,337 teachers in 2005, only 53 (0.6%) teachers were untrained. The highest number of untrained teachers was found among secondary teachers (35 out of 4,141), while there were 17 untrained primary teachers out of a total of 5,006 and 1 tertiary teacher out of 87.

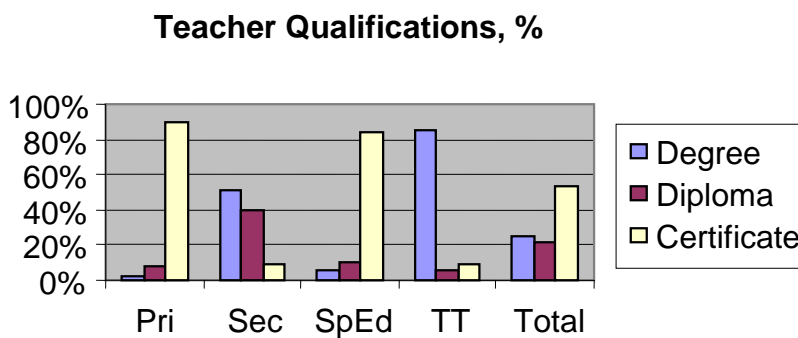
The highest proportion of degree qualifications among teachers was found in tertiary teachers (85%), followed by secondary teachers at 51%, special education at 6% and primary teachers at 2.5%. Over the last few years, teachers with Bachelor's degree increased by 25% for primary teachers and 15% for secondary teachers. For the primary teachers in particular, this increase corresponded to the offering of BEd for primary teachers at the USP.

Table 4: Teachers classification by qualification and type of institution

Qualification of Teachers	Primary Education		Secondary Teachers		Special Education		Teacher Training		Total	
	T	U	T	U	T	U	T	U	T	U
Bachelor Degree or higher –	124 (2.5%)	-	2,114 (51.1%)	6 (0.1%)	6 (5.8%)		74 (85.1%)		2,318 24.8 %	6 0.1 %
Diploma	394 (7.9%)		1,629 (39.3 %)	5 (0.1 %)	10 (9.7%)		5 (5.7 %)		2,038 21.8 %	5 0.1 %
<b>Certificate</b>										
Completed Form 7 –	2,054 (41%)	7 (0.2 %)	321 (7.8 %)		87 (84.5 %)				2,462 26.4 %	7 0.1 %
Completed Form 6	1,188 (23.7%)	3 (0.1%)	35 (0.8%)	7 (0.2%)			7 (8.0 %)	1 (1.1%)	1,230 13.2 %	11 0.1 %
Completed Form 5	935 (18.7%)	3 (0.1%)		17 (0.4%)					935 10 %	20 0.2 %
Completed Form 4 and lower	301 (6%)	4 (0.1%)							301 3.2 %	4 0%
<b>Total</b>	4989 (99.7%)	17 (0.3%)	4106 (99.2%)	35 (0.8%)	103 (100%)	-	86 (98.9%)	1 (1.1%)	9284 (99.4%)	53 (0.6%)
	<b>5,006</b>		<b>4,141</b>		<b>103</b>		<b>87</b>		<b>9,337</b>	

T – Trained teachers, U – Untrained teachers

Figure 2: Teacher Qualifications



Fiji has an almost 100% teacher-trained teaching force. However the government continues to expend resources in enhancing its pre-service teacher education programs, providing in-service courses and upgrading qualifications for teachers to produce a better qualified and competent teaching force.

Ethnicity and gender are other factors considered in Teacher classification in Fiji. The table below highlights the number of teachers by ethnicity and gender.

Table 5: Teacher composition by Ethnicity and Gender

School Level	Ethnicity			Gender		Total
	Fijian	Indian	Others	Male	Female	
Primary	2,837 [57%]	2,051 [41%]	118 [2%]	2,161 [43%]	2,845 [57%]	5,006
Secondary	1,749 [42%]	2,227 [54%]	165 [4%]	2,014 [49%]	2,127 [51%]	4,141
Teacher Training	46 [53%]	27 [31%]	14 [16%]	44 [51%]	43 [49%]	87
Special Education	71 [69%]	29 [28%]	3 [3%]	37 [36%]	66 [64%]	103
Total	4,703 [50%]	4,334 [46%]	300 [4%]	4,256 [46%]	5,081 [54%]	9,337
<b>GRAND TOTAL</b>	9,337			9,337		9,337

Source: 2005 MoE Annual Report

Overall there is no bias toward any ethnicity or gender in the number of teachers. However there is a significantly higher number of:

- Fijian teachers in teacher education and special education
- Fijian teachers in primary schools
- Indian teachers in secondary schools
- Female teachers in primary schools and in special education.

Teacher Attrition from the Ministry of Education is due mainly to resignations and to a much lesser extent to retirement and death. For 2004-2006, the following figures were provided by the MoE:

Table 6: Staff Wastage: 2004-05

Year	Factor	Primary				Secondary				TOTAL
		F	I	O	T	F	I	O	T	
2004	Resignation	5	53	1	<b>59</b>	8	78	2	<b>88</b>	147
	Retirement	10	13	1	<b>24</b>	4	4	1	<b>9</b>	33
	Death	8	1	0	<b>9</b>	5	1	0	<b>6</b>	15
	Total	23	67	2	<b>92</b>	17	83	3	<b>103</b>	195

Year	Factor	Primary				Secondary				TOTAL
		F	I	O	T	F	I	O	T	
2005	Resignation	16	63	2	<b>81</b>	21	91	2	<b>114</b>	195
	Retirement	14	25	1	<b>40</b>	5	2	1	<b>8</b>	48
	Death	13	3	0	<b>16</b>	5	5	0	<b>10</b>	26
	Total	43	91	3	<b>137</b>	31	98	3	<b>132</b>	269

Source: MoE Release on request, December 2007

The figures show that out of the total number of teachers lost from the teaching service in 2004, 77% were Indians and 21% Fijians. Similarly in 2005, Indians represented 70% while Fijian teachers accounted for 28% of teacher attrition. The main reason for teacher loss among Indian teachers was resignations, accounting for 67% in 2004 and 57% in 2005. Among Fijian teachers, there were just as many resignations (7%) as there were retirements and deaths in 2004, while only resignations



increased to 14% in 2005. Migration to overseas countries is most likely to be the underlying reason for resignations of Indian teachers.

## 2.3 Legislation and employment frameworks

1. The 1966 Education Act is the principal legal document that governs education in Fiji. A review of the act has been recommended by the interim government so that the education legislation is relevant and reflects the issues and challenges of the current times and has the capacity to anticipate future directions (September 2007, from the Interim Minister of Education's opening address at the Fiji Education Forum Meeting at FCAE, Suva). A scoping study for legislative review of the Education Act was completed in 2005 under Fiji Education Sector Program, FESP (FESP Annual Plan January – December 2007, p.18).

The section of the Education Act concerning teachers deals with 4 main categories:

- Certificate or licence to teach required.
- Issue and cancellation of certificates or licences and appeals against cancellation.
- Approval of appointment of teachers.
- Offences

2. Code of Ethics of the Teaching Profession

Teachers are regulated by the Code of Ethics of the Teaching Profession which outlines the general principles of the code and the professional goals, conduct and commitment expected of teachers. The code also lists specific actions that are declared unethical conduct.

3. Public Service Code of Conduct

Teachers are regulated by the Public Service Code of Conduct Part 2 Section 6(3) which deals with compliance with MoE directives and Section 6(5) which speaks about ethics and professional behaviour.

4. Annual Confidential Reports

Teachers' performance for 2005-2007 are assessed through the Annual Confidential Reports (ACR) replacing the open Performance Management System (PMS) that had been in use for a number of years. The ACR is a confidential reporting system in which officers are not shown their reports. Head teachers and school principals fill in ACR for their teachers.

5. The Ministry of Education's administration division has three sections, namely Personnel, Post-Processing and In-service Training. The Personnel Section consists of the offices of Personnel proper, Registry, Leave and Passage, Insurance, Legal and Industrial Relations and the Establishment Unit.

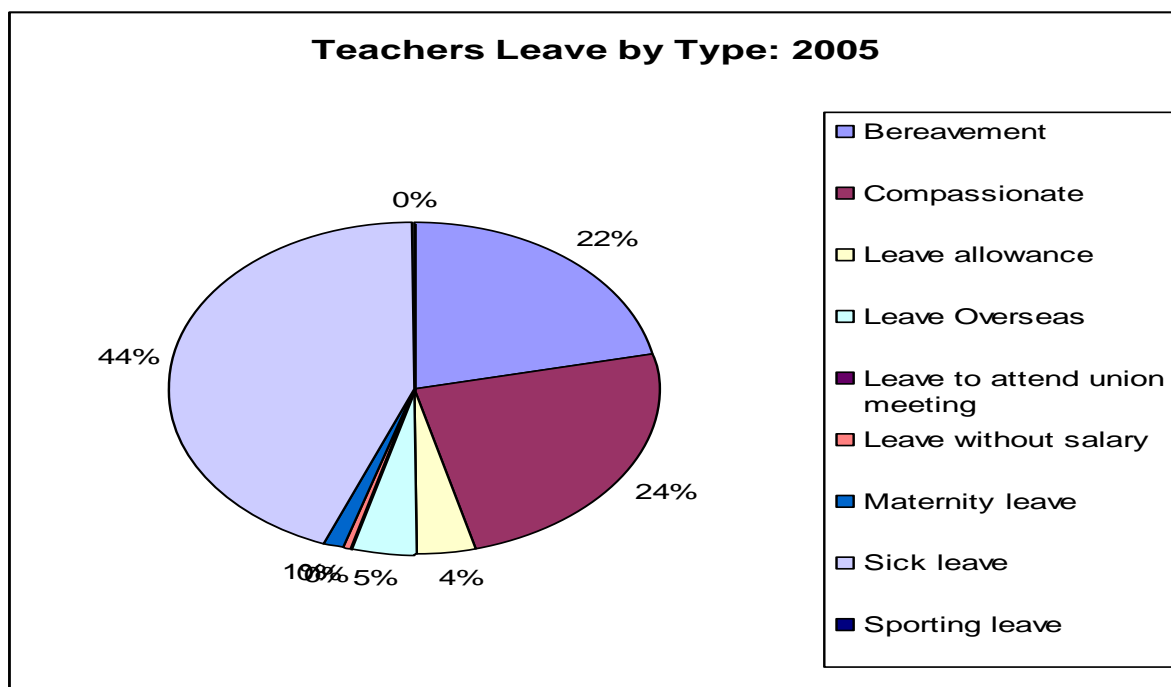
The Leave Section applies the 1998 Leave Conditions to regulate teachers':

- long service leave – payable after 12 years of continuous service
- maternity leave – 84 days per confinement
- sick leave – 21 days for outpatient sick leave and 60 days for in-patients
- sporting leave – up to 60 days on full salary in one year
- leave with/without pay
- military leave without pay
- bereavement leave – 3 days in one year

- compassionate leave – 3 days in one year

In 2005, 30,080 teachers took leave. The number and types of leave taken is shown in the graph below:

Figure 3: Number and Type of Leave Taken in 2005



Source: 2005 MoE Annual Report

Insurance Scheme – there is a PSC Group Life and Health Insurance Scheme coordinated by the Personnel Section of the Ministry of Education. Teachers pay a fee for this service which is directly deducted at source. All civil servant teachers also get priority treatment and in-patient and out-patient care at government hospitals as part of their medical benefits.

The Legal and Industrial Relations Unit deals with disciplinary cases, union cases and legal (mostly civil) cases.

Table 6: Cases dealt with by the Legal and Industrial Relations Unit

Type of Cases	2005 Cases	Pending Cases	Total	Resolved
Disciplinary	39	132	171	168
Union Cases	135		135	126
Legal Cases	39		39	*

\* All cases have been processed but delayed completing the cases due to lack of information or subject to legal challenge in court.

The MoE Registry maintains records of all inward and outward correspondences with the MoE.

The Ministry's Post Processing Unit is responsible for managing recruitment processes. Vacancies for teaching positions are advertised in local newspapers and appointments processed by the Central Staff Board comprising MoE officials and representatives of two teacher unions

plus the Public Service Commission. There is also an Appeals Board which teachers may appeal to in order to contest appointments.

The transfer of teachers is the prerogative of the MoE .

#### 6. Teacher Unions

Fiji has two major teacher unions, the Fiji Teachers' Union and the Fijian Teachers' Association, both affiliates of the Education International (EI), as well as the local Fiji Trades Union Congress. The teacher unions operate and have membership largely on racial lines, although they combine forces to work on common interests through the Fiji Teachers' Confederation (FTC). The unions are consulted on major decisions involving teachers' terms and conditions of work as well as teachers' appointments, appointments appeals board and other committees.

The unions' membership of the EI subscribes the majority of teachers in Fiji who are their members to hold the government to comply with the policies of EI, particularly with regard to Human Rights, Trade Union Rights and the international conventions, treaties and recommendations which guide these policies. A list of the international instruments that guide EI's policies can be found in <http://www.ei.ie.org/rights/en/policy/php>.

## **2.4 Teacher-related and teacher education policies**

While MoE reports and teacher education institutions refer to government policies on teacher education, there is no specific policy governing teacher education that exists in Fiji.

The need for systematic policy and planning in the area of teacher education was highlighted in the Report of Fiji Islands Education Commission (2000: 401) and had previously been suggested in numerous submissions. While no definite policy has been developed to address this need at central level, FESP has been working to develop the capacity Policy Development Unit, PDU that was newly established in 2006. Five policies were developed and implemented in 2006, with new policies in the pipeline, but none directly concerning teacher education as yet. FESP- AusAID however has included the strengthening of LTC staff in its policy, planning, management and administrative capacity. The result has been the development of the LTC Strategic Plan for 2005-07 to guide the development and implementation of its Corporate Plan.

Fiji currently lacks a regulatory mechanism in tertiary education. The interim Minister of Education is pushing that education reform efforts include the establishment of a Higher Education Advisory Commission to manage the accreditation and approval processes in the higher education sector. It is expected that the Minister will appoint the members of the Higher Education Advisory Commission who will be supported by a Secretariat based at the Ministry of Education until the Higher Education Bill is promulgated (Fiji Times, 11 Sept, 2007).

Policies that relate to teacher education depend on the policies of the government of the day. Currently there is a Policy Paper on Ethnic Intake at LTC to be 60% Fijian and 40% Indo-Fijians. This policy however does not address the issue of recruitment and selection of the 'best' people into teaching as a strategy for raising the overall quality in teaching.

## **2.5 Teacher education programmes**

The provision of teacher education for primary schools in Fiji is carried out by a number of government and non-government institutions:

Government:

- Lautoka Teachers' College – Pre-service Primary and ECE
- Fiji College of Advanced Education – Pre-service Junior Secondary (Years 7 -10) and In-service

Non-government:

- Fulton SDA College – Pre-service Primary Teacher Education
- Corpus Christi – Pre-service Primary Teacher Education
- USP – Primary In-service Teacher Education

Lautoka Teachers' College

Lautoka Teachers' College (LTC) has been the prime provider of primary teachers in Fiji for the last 30 years, offering a Certificate in Primary Teaching as its main outcome. Since 2005, LTC has been offering a 2-year Diploma of Primary Education plus a one-year Advanced Certificate in ECE as its awards.

Like for other national teacher education institutions in the region, graduates of LTC are accredited with 8 units towards the first year of its Bachelor of Primary Education programme at USP.

Current and future directions include the establishment of LTC as an in-service and leadership centre by 2008. This initiative will provide more opportunities for teachers, especially those serving in rural areas to access in-service training. It is also envisaged that there will be capacity in teacher education colleges to align their courses to current curriculum directions

The program structure for the Diploma of Primary Education at LTC is given in Table 7.

Table 7: LTC Curriculum courses

	Semester 1	Semester 2
Year 1	Child Growth and Development	Teaching and Learning
	Communication and Study Skills	Language Study 2
	Language Study 1	Maths Education 1
	Studies in the Arts	Science Education 1
	Physical Education and Health	Social Education 1
	Computer Literacy	Enterprise Education
	Foundation Science	<i>Profession Practice 1- 3 weeks</i>
	Foundation Social Science	
Year 2	Program planning in the Multi-grade classroom	The Inclusive Classroom
	Language and Literacy 1: English	Language and Literacy 2: English
	Maths Education 2	The Arts and the Curriculum
	Science Education 2	Curriculum Studies in Physical Education and Health
	Social Education 2	Elective 1
	<i>Professional Practice 2- 6 weeks</i>	<i>Professional Practice 3- 6 weeks</i>

Source: LTC Handbook 2007

## Fiji College of Advanced Education

FCAE awards a two-year pre-service program culminating in the award of a Diploma in Education, enabling graduates to teach in either or both of the subject combinations they majored in. The combinations offered at FCAE are:

- English and Social Science
- Mathematics and Basic Science
- Accounting and Economics
- Home Economics
- Physical Education and Music
- Physical Education and Art and Craft

Cross accreditation for FCAE courses is given by the USP towards a Bachelors program in the relevant discipline:

- 10 courses in the English / Social Science
- 13 courses in Mathematics and Science
- 8 courses in Accounting and Mathematics

In one of the latest plans of the interim government, Cabinet has approved the merger of five existing institutions, the Fiji Institute of Technology, the Fiji College of Agriculture, the Fiji School of Nursing, the Fiji College of Advanced Education and Lautoka Teachers' College, into the Fiji University of Science and Technology [FUST] (Fiji Government Press release, 25/9/2007). A scoping study will be undertaken to shortly by UNESCO-appointed consultants to assess the financial viability and benefits of the proposed merger.

## The University of the South Pacific

Since 1999, USP has been offering BEd to primary teachers who qualified from a teacher training college in the region and who have had at least three years' satisfactory primary teaching experience and a letter of recommendation from the head teacher of the school where the applicant was most recently employed (USP Programmes of Study, 2006). The BEd (Primary) is now offered completely in DFL mode, which means that students may now undertake their studies in this program on a part-time basis from their home country

## **2.6 Teacher education curriculum**

Teacher education curricula in Fiji, particularly at LTC, can now claim to be on par with best practices in education, and the documentation and clarity of their curriculum content and assessment methods in both the college handbook and individual course prescriptions are commendable.

### Lautoka Teachers' College

The current teacher education curriculum courses at the LTC were developed under the technical assistance provided by FESP AusAID. The comprehensive review and course development program involved stakeholder consultations prior to, and review meetings of the progress of the work carried out during the development of the teacher education courses. Course outlines for LTC Courses are available in the 2007 LTC Handbook, pp. 43-53.

In tandem with the course development exercises, staff members also received technical assistance to assist them in developing knowledge and skills in curriculum development work.

Curriculum courses at LTC cover both teaching methods and content in the major subject areas taught in primary schools. These include language studies, communication skills, art, science, social science, mathematics, enterprise education, and literacy. There is a total of 15 weeks of professional experience (teaching practice) taken in 3 blocks over the 2 years.

Assessment has a coursework component plus an examination. Coursework assessment is continuous and includes combinations of written assignments, tests/exercises/practical tasks, seminar/tutorial presentations, and participation in lectures, tutorials and other activities.

### Fiji College of Advanced Education

Teacher Education courses at FCAE were first developed as the main outcomes of technical assistance received through the Fiji-Australia Teacher Upgrading Project from late 1992 – 1994. Similar to the experience of curriculum development at LTC, the curriculum development process at the FCAE involved local staff members of the college, with technical input from the FATEP advisors. As well, there were professional development opportunities for staff members to upgrade their qualification to Masters and PhD.

### University of the South Pacific

The USP's BEd (Primary) programme comprises 21 courses including a school-based Practicum. Eight 100-level courses are automatically cross-credited from students with prior primary teaching qualifications and experience.

## **2.7 The teacher educator and the student teacher**

Teacher educators enjoy being the group that has the highest levels of qualifications in the teaching profession.

Both LTC and FCAE are totally responsible for selecting their students based on government prescribed intake-policies. Selection criteria for LTC intake stipulates the 'successful completion of the USP Foundation Year or Form 7 (minimum 250 marks or an equivalent or a higher examination)' with at least 50% in English and Mathematics or equivalent and competence in one of the vernacular languages up to 4th form level (Fiji PSC Scholarships Information). Yearly intake at LTC varies from 150 to 180.

The selection criteria for FCAE intake as stipulated by the PSC requires the 'successful completion of the USP Foundation Year or Form 7 (minimum 250 marks or an equivalent or a higher examination)' and that 'Students FSLC results should be above 250' (Fiji PSC Scholarships Information). Yearly intake at FCAE is approximately 150.

USP admits students to the BEd (Primary) program who already possess a recognized primary teaching qualification, are awarded seven 100-level cross credits as follows : ED100, ED115, ED116, ED121, ED182, ED184, plus one unspecified 100-level credit for the vernacular language or UU104 course). Students are expected to sit for the USP English Proficiency Test (ELSA) before commencing

their program and are expected complete their remaining unaccredited 100-course LL114 in the semester prior to starting their 200-level courses.

Student workload at LTC for the first year is 42 hours per week distributed over 6 courses per 15-week semester. The workload includes lectures, tutorials, workshops, teaching practice placements and assignments. Student workload for the second year comprises 5 courses over 12-week semesters to cater for prolonged school placements. The total school placement for professional experience is 15 weeks: a 3-week placement in Semester 2 and 6-week placements in each of Semesters 3 and 4.

FCAE students are placed on 2 lots of 5 weeks of teaching practice over the 2-year Diploma program or 7 weeks for students on the one-year program (Industrial Arts and Agriculture)

LTC graduates will be expected to teach across all subject areas, while FCAE graduates specialise in the two major subject areas studied.

The overlap between Classes 7 and 8 and Forms 1 and 2, and the trend to push Forms 1 and 2 back into primary schools need to be translated into implications for teacher education.

## **2.8 The teacher graduate (status, quality, deployment etc)**

Graduates from teacher colleges join the teaching service usually as temporary civil servants on probation. Upon successful review after a year, they are absorbed as full-fledged civil servants. Prior to 2007 new recruits could also join the teaching service as Grand in Aid teachers, but this was usually restricted to those who had had special skills (in areas such as vernacular language, religious instructions, art and craft) or academic qualifications, but no teaching qualifications.

The Ministry of Education through its Primary Division places primary teachers into schools according to vacancies that exist according to the number of teachers prescribed for that school. With the abolition of the GIA scheme, the MoE now has more control over teacher recruitments and postings since it is now totally responsible for the salaries of all teachers appointed according to MoE regulations.

LTC graduates can expect to be posted anywhere in Fiji where there is a primary school. The range in the types of school environments and available infrastructure, facilities and resources, means that new teachers need to be prepared for all possibilities.

Expectations of new teachers include being fully in charge of a class or a number of classes where there is multi-grade teaching. Except for a few schools where there is specialist teaching, primary teachers teach all subjects offered for the level they are given to teach. In small schools, a new teacher is often the only teacher who will be teaching for the level s/he is given, hence help will be limited.

Many schools do not have induction for new teachers, so they have to rely on their skills to find things out for themselves.

### In-service Training

The granting of in-service training awards for teachers is coordinated by the PPU in liaison with the PSC, the teacher unions and tertiary education providers. The various types of awards include study leave with pay and study leave without pay, part-time study awards and short courses. Awards may be

either local or overseas. Sponsors of in-service awards include the PSC, Fijian Affairs Board (FAB), AusAID, Commonwealth and self-financing. In 2005, the following awards were given:

**Table 8: Inservice awards for teachers in 2005**

Award/Teacher classification	Staff Leave With Pay						Staff Leave Without Pay						TOT
	Local			Overseas			Local			Overseas			
	F	I	O	F	I	Tot	F	I	O	F	I	Tot	
Primary	5	2	1	5		<b>13</b>	11	7	1	1	4	<b>24</b>	<b>37</b>
Secondary	9	4	1	4		<b>18</b>	7	3		2	3	<b>15</b>	<b>33</b>
Technical	7	2			1	<b>10</b>	5	4		1	2	<b>12</b>	<b>22</b>
Tertiary	1			1		<b>2</b>							<b>2</b>
Administration	2					<b>2</b>	5			3	1	<b>9</b>	<b>11</b>

Source: 2005 MoE Annual Report

There are other avenues for in-service training apart from the formal courses for accreditation purposes: in-service for introduction of and familiarisation with curriculum changes or professional development in classroom skills. Traditional providers of the latter type of in-service training include the USP's School of Education (SOE) and the IOE through a variety of short courses, and the Ministry's Curriculum Development Unit (CDU).

## 2.9 Resources for teachers

Teaching resources are mostly a function of how much funding each school devotes to them. Considering that most schools are non-government, the level of resources expended to support teachers' work varies greatly from school to school and from management to management. Fundraising is a common feature in Fiji schools and funds raised this way are used for operational costs and other school expenses or projects.

Primary teachers are fully engaged in teaching for the whole school day since they are usually responsible for teaching all the subjects in the class. Time for research and conferencing with fellow teachers is very limited during school hours.

Teachers' workbooks and pupils' books exist for most subjects. However reference materials and Internet resources and media technology are very limited in Fiji schools. Practical apparatus and materials for science teaching is also largely unavailable in primary schools.

In most schools, especially small and rural schools, library resources are very poorly provided, if at all. The Library Services of Fiji coordinates the resourcing of primary and secondary school libraries with selected library books, reference materials, library set-ups and workshops for teachers in charge of libraries. In 2005, 146 primary schools received up to 237 titles each. The funding of the Government scheme for resourcing school libraries was completed in 2005 (2005 Annual Report).

Library services are also provided by district libraries and the Mobile Library Service.

## 2.10 Projects for teachers and teacher education

The more recent major education projects on the teacher and teacher education were:



- 1992-1994 Fiji – Australia Teacher Upgrading Project (FATEP) at the Fiji College of Advanced Education
- 1996-1998 Basic Education Management and Teacher Upgrading Project (BEMTUP), a joint AusAID – Fiji MoE in-service program for Teachers of Classes 7 and 8
- 2003-2005 Lautoka Teachers’ College Upgrading project (LTCUP)
- Fiji Education Sector Program – AusAID (FESP-AusAID)
- Fiji Education Sector Program – EU (FESP-EU)

### 1. FATEP (1992-1994)

The Fiji-Australia Teacher Education Project was a three year project worth \$A4.25 million. Its primary objective was to establish the Fiji College of Advanced Education as an institution providing secondary teacher training, a pre-service training program for Junior Secondary Teachers, and to consolidate the in-service program for Senior Secondary Teachers who were teaching without formal teaching qualifications. As well, the project included over forty training attachments in Australia and nine distance education programs for staff members.

From 1992 to the end of 2005, close to 2,000 teachers have been added to Fiji’s teaching service from the FCAE with an additional 1000 teachers completing the Secondary Teacher Training Certificate Program. While FCAE graduates teach in secondary schools, the overlap in the Classes 7 and 8 with Forms 1 and 2 means that FCAE students also work with the upper end of the primary curriculum

### 2. BEMTUP (1996-2000)

The primary objective of the Basic Education Management and Teacher Upgrading Project was to enhance teaching and learning in Fiji’s upper primary levels through providing in-service training and distance education for teachers and review of courses at LTC. Approximately \$A4 million was budgeted for the Teacher Upgrading component of the project. A target of 440 teachers of Classes 7 and 8 were trained through BEMTUP over a 5 year period.

The success of FATEP and BEMTUP are evident in the sustainability of the programmes that were developed through their implementation. FCAE has continued to build on the foundation courses developed from FATEP and is well regarded as the most significant trainer of junior secondary teachers in Fiji for the past decade. The accreditation of 38 FCAE courses by USP a relevant Bachelors programme is also a highlight of FATEP. The programme and local staff that worked with BEMTUP have been absorbed into the in-service arm of Fiji’s Curriculum Development Unit and continue to provide in-service training to primary teachers in Fiji.

### 3. LTCUP (2003-2005)

The LTCUP is an initiative managed by FESP-AusAID, targeting teacher education. The AUD\$5 million commitment over three years aimed to strengthen the quality of teacher education courses, procure equipment and teaching resources, as well as assist in strengthening the College’s capacity in leadership and management, curriculum and resource development. Academic staff qualifications were also upgraded as part of the project to support the initiatives put in place.

Outcomes of the project at LTC include a leadership and management programme for staff, establishment of a library management system and a scoping exercise to explore possibilities of LTC as a national in-service centre for the MoE.

LTC began offering a 2-year Diploma of Primary Education Program and a one-year Advanced Certificate in ECE in 2005 with the revised curriculum developed under the project.

#### 4. FESP-AusAID

AusAID's Fiji Education Sector Programme (FESP) is a \$10 million three-year commitment towards education which commenced in 2003. Under the scheme, AusAID funded programme is assisting the Fiji Ministry of Education implement strategic reforms to improve the delivery and quality of education in Fiji. The five components of the major thrust of activities are to:

- Build leadership and management capacity within the MoE
- Build policy and planning capacity of MoE's central office
- Improve curriculum relevance and flexibility
- Enhance primary teacher education at LTC
- Manage FESP in an effective, efficient and responsive manner

The components are at various stages of implementation and by the end of 2006, had achieved 100% of their targets for the year (FESP Review of Progress and Implementation).

#### 5. FESP-EU (2005- )

The European Union \$F44,000,000 Fiji Education Sector Programme was launched in November 2005 with the overall developmental objective to achieve equitable access, participation and achievement in life-long education for disadvantaged communities in Fiji and to improve the country's education quality and outcomes. The Programme concentrates on educational priorities in rural areas and disadvantaged urban areas. While most of the FESP-EU achievements to date have been to do with infrastructure development for 300 schools across all nine education districts in the four education divisions and are spread across 44 islands, the EU also assisted in placing LTC students in 53 rural and island primary schools for 5 weeks of teaching during March/April, 2007.

Another key result of the FESP-EU Programme relates to strengthening structures of education at national, provincial, community and school levels, with a view to improving the implementation of Ministry of Education policies, monitoring and supervision. Initially the EU is providing necessary infrastructure while processes and procedures are being put in place.

#### 6. Other Recent Initiatives of the MoE

Recent initiatives include the establishment of a Professional Development Unit, in partnership with FESP-AusAid. The unit will coordinate all professional development activities of the Ministry and spearhead the Leadership and Management Training project. As well, the Standards Monitoring and School Review Framework was developed under the Standards Monitoring and School Review Unit which was established to monitor and provide both schools and the Ministry with a standardized process for achieving continuous improvement. The Framework has four major policies – (i) all schools will self-assess their performance in terms of standards of student achievement and operations of the school; (ii) all schools will produce, in partnership with their community, a school plan setting out their key objectives, major strategies and evaluation measures; (iii) schools will be reviewed once every four years by an external reviewer appointed by the Ministry; and (iv) schools will report the outcome of their self-assessment and external review to all relevant stakeholders.

FESP-AusAid [Phase II] has been extended to December 2009.

### **2.11 Summaries: Key issues for teachers and teacher education**

1. Specific policies on teachers and teacher education professional duties in the teaching and learning
2. Education legislation
3. Organisational structure for LTC and FCAE within MoE structure
4. Linkages between Teacher Education institutions with each other and other MoE sections and stakeholders.
5. Pre-service teacher education - content knowledge background and preparation
6. Teacher education workload for students
7. Multigrade teaching
8. Teacher supply
9. Teacher:pupil ratio
10. Teacher qualifications
11. Teacher Registration Board
12. Teacher assessment - ACR
13. Teacher Induction for new primary teachers
14. Teacher resources for teaching and learning
15. Teacher time in schools for research, peer consultations
16. In-service training system
17. Up grading of teacher qualifications
18. Staffing formula for schools
19. Features of rural/ remote schools
20. Project outcomes and sustainability

### **2.12 Proposed issues/ areas for further scrutiny/ research/ discussion**

Education legislation has already been flagged by the MoE to be reviewed so that it is line with developments in education.

An employment framework for teachers, especially in terms of recruitment processes, induction, career paths, in-service training, performance assessment of teachers, disciplinary actions, workloads, leave regulations, transfers and other work conditions must be looked at in relation to any new or proposed education legislations, advances in labour laws and workers rights as well as professional development that will enhance the quality of education.

Teachers and teacher education policies. The MoE has a Policy Unit which is operational and has begun to develop several policies in areas such as ECE, examinations and assessment, information management and off-school site activities. There is need to develop policies related to teachers and teacher education for guidance in areas such as recruitment, professional performance and assessment, in-service training, workloads etc.

The organisational placement of teacher education institutions. Networking of teacher education institutions with important stakeholders is important and organisational structure can facilitate this.

Resources for teachers. There is a need to match the teaching resources needed to effectively teach the primary curriculum and the available resources in schools so that resource needs of teachers in primary schools can be fully costed.

## **Conclusion**

Fiji has a well established education system that has been responsive to the nature and demands of educational development, demographic features, the emerging needs of an independent nation and to the fast changing social and technological changes in today's global world. There is strong community engagement with and ownership and management of schools, supported by significant government provisions and priorities for education. Access to education has been expanded to include ECE, more secondary schools and basic education extended to 10 years of schooling. There is also increasing emphasis on Vocational education. Other developments are also proposed such as the review of Fiji's Education Act, the legislation to regulate approvals, standards, objectives and provisions of higher education, and the establishment of a Teacher Registration Board.

Challenges remain though, particularly in the 'software' deliverables of education, and teachers play a critical role in this aspect. The education, deployment, employment and legislative frameworks, policies and professional support for teachers must be examined to see how best they can be supported to improve teaching and learning. Teachers are the cutting edge of curriculum and of any education system, so improving their lot will enhance the achievement of quality education.

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## **3. TEACHERS AND TEACHER EDUCATION IN KIRIBATI**

Sereima Lumelume

### **3.1 Country Background**

#### **3.1.1 National social, cultural, political and economic background**

The Republic of Kiribati is a small, isolated group of islands in the central Pacific that straddles the equator and the International Date Line. The country comprises three island groups: the Gilbert Islands, Phoenix Islands and the Line Islands. There are 33 coral atolls scattered over more than 2 million sq miles, yet its total land area is only 264 sq miles. Kiribati gained independence from Britain in 1979 and is now a democratic republic.

The Republic has few natural resources and a limited economy. Its main sources of revenue are the export of dried coconut (copra) and fish and the sale of fishing rights. Agriculture is limited due to poor soil and scarce rainfall. Most of its citizens live at a subsistence level. Many of the country's educated and trained workers leave the country, creating a challenge to locate and hire people with skills needed for successful economic development programmes.

#### **3.1.2 Education System**

The vision of the Ministry of Education Youth and Sport (MEYS: Operational Plan 2004 - 2007) is to provide quality education to prepare i-Kiribati become active and productive members of the global village. The mission of MEYS are:

1. to achieve high standard, broad coverage, culturally relevant, affordable, with efficient and effective delivery services at all levels.
2. to ensure access to educational training opportunities to all i-Kiribati children according to their age, aptitude and ability.
3. to broaden access to further education and training opportunities for adults to raise the national literacy levels and enhance employment and life skills.

The current structure of the MEYS attempts to deliver its service to the far-flung islands of the country from Class 1 to Form 7, and also through the tertiary and vocational training centres which are the Technical Training Institute (TTI) and the Kiribati Teachers' College (KTC).

In 2005 there were 129 registered schools spread across five districts. The enrolment figures indicated that 27,084 students (13,611 females, 13,475 males) attended these schools. There were 1208 teachers with 720 females and 488 males. According to the MEYS Strategic Plan, of the 9208 primary age population, there were 9054 (98%) official age enrolments. In 2004 the expenditure per school student per year was \$544 for primary students and \$456 for secondary students.

MEYS continues to receive the largest proportion of the national budget (21% of GNP) from the Government.

### 3.2 Teachers and teacher education

In 2004, MEYS had an establishment of 1,353 and had 1,397 staff on the payroll. The gender composition of staff (2004) is indicated in Table 9.

Table 9: MEYS staff

Division	Total
1. Primary	596 (- male, 28% female)
2. Junior Secondary School (JSS)	345 (47% male, - female)
3. Senior Secondary	290 (60% male, - female)
4. Kiribati Teachers College	28
5. Kiribati Technical Institute	22
6. Curriculum Development Resource Unit	27
7. Headquarters including Accounts Section	48
8. TOTAL	1,356

Source: MEYS Operational Plan 2004 – 2007 p.4

#### Primary Schools Staffing

Table 1 shows the number of teachers by gender. It shows that more women teach in the primary schools and 54% of all head positions are held by females, whereas 46% are held by males. However the reverse is seen with the JSSs where 70% head positions are held by males and 30% by females.

Table 10: Primary schools teachers and roles by gender

Division	Total
1. Primary	596 (- male, 28% female)
2. Junior Secondary School (JSS)	345 (47% male, - female)
3. Senior Secondary	290 (60% male, - female)
4. Kiribati Teachers College	28
5. Kiribati Technical Institute	22
6. Curriculum Development Resource Unit	27
7. Headquarters including Accounts Section	48
8. TOTAL	1,356

Source: MEYS Operational Plan, 2004-2007 p 5

There are a total of 91 primary schools and 24 JSSs located throughout the islands.

### 3.3 Legislations and employment frameworks

The 2004 Education Ordinance (EO) Part VI: 21 stipulates that no person shall teach in any school unless he has been registered or approved in accordance with this Section of the Ordinance.

#### Register of Teachers (EO Part VI: 22)

This section of the ordinance specifies that the Secretary for Education shall have a profile of all teachers which include each one's name, education and professional training, academic and professional qualifications, grade, date of register and other particulars. This register is open to the public inspection.

### Registered teachers

Subject to the provisions of the Ordinance and regulations made under it, the Secretary also has the power to grant or refuse any application for registration. This section also stipulates that no person shall be registered as a teacher unless he/she holds a teaching qualification recognised by the Minister. If a person has been refused application for his/her registration may appeal to the Minister who will refer the matter to the Education Advisory Committee for its opinion which the Minister will act upon and his/her decision will be final. A certificate of registration will be issued to any teacher registered by the Secretary in accordance with the provision of this section of the Ordinance.

There is also provision for a Teacher Registration Board but this has not been acted upon by the Education Advisory Committee.

### Approved teachers

The Secretary, subject to the provisions of this Ordinance and any regulations under it, may approve the employment in any school of a teacher, not qualified for registration, but in the judgement of the Minister should be permitted to teach.

### Cancellation of Registration or Approval

A teacher's registration may be cancelled by the Secretary on the following grounds;

1. he/she has been guilty of dereliction of duty
2. he/she has been convicted of an offence involving dishonesty, fraud, immorality or violence
3. he/she has imparted to any pupil any instruction which is detrimental to the physical, mental or moral welfare of the pupil
4. he/she has given false information relating to his/her character, qualifications, experience
5. he/she has failed to comply with this Ordinance.

The teacher concerned is, however, given a time limit of a month to explain in writing to the Secretary why the cancellation should be repealed. When all is satisfactory to the Secretary, he/she shall give notice in writing to the concerned teacher of the final decision.

### Appeals

Any teacher whose registration has been cancelled may appeal to the Minister within 30 days who will then refer it to the Education Advisory Committee for its opinion. On receipt of the opinion, the Minister shall make his/her decision on its merit and the decision will be final.

### Offences

Any teacher that teaches in a school without being registered shall be liable for a fine of \$50 for the first offence and \$100 for each subsequent offence. No person whose registration has been cancelled shall teach in any school or assist in teaching pending the determination of any appeal.

## **3.4 Teacher-related and teacher education policies**

Only 50% of teachers in Kiribati are confirmed for whom the Public Service is obliged to provide upgrading. The Kiribati Teachers College's selection for intake is decided by the number of teacher vacancies and teacher registration, hence responding primarily to teacher needs in the country.

## **3.5 Teacher education programmes**

KTC offers a two-year Certificate of Primary Teachers. This, however is being phased out with 2007 being the last year for intake. The Auckland College of Education is currently upgrading the KTC Certificate program to a Diploma qualification. As part of this upgrading, First Aid and Counselling skills will be part of the training programme for student teachers before they graduate.

The PRIDE Project is also supporting the in-service training for Language teachers, Professional development for Head Teachers and the Improvement of Teaching standards.

### **3.6 The teacher educator and the student teacher**

Staffing of the KTC present some challenges as only 25% of the lecturers are BEd graduates, and about 75% are close to retirement at 50 years.

### **3.7 The teacher graduate (status, quality, deployment etc)**

No data available

### **3.8 Resources for Teachers**

No data available

### **3.9 Projects for teachers and teacher education**

1. The Kiribati Education Sector Programme (KESP) provided in-service training for teachers (2003) and also under the proposed (2003) Primary Education Teacher Upgrade Programme (PETUP) which, in 2003, was still under some scrutiny.
2. The NZAid funded Teacher Education Quality Improvement Project (TEQIP) with the Auckland College of Education is currently upgrading the KTC Certificate program to a Diploma qualification. 2007 was the final year of offer for the KTC Certificate of Primary Teachers.
3. Retraining of teachers to teach Science and Mathematics. This one year course is also offered at KTC to convert existing teachers into Mathematics and Science teachers due to shortage of teachers in the subject areas.

### **3.10 Summaries: Key issues for teacher and teacher education**

With the unavailability of quality data on teacher education and teacher in-service training, it is nevertheless assumed that the training of teachers for professional development and for quality delivery is a needed priority. This is in response to the major reform of the curriculum (MEYS quality Framework 2005 – 2010 p 14). Such huge undertaking will need the know-how of teachers and their quality delivery attitude and practice. The new pedagogic principles and practices that are part of the curriculum reform will need to be shared with the teachers through well planned in-service training and should also be part of the teacher education programme at the Kiribati Teachers' College. In addition lecturers need to be in-serviced on the curriculum reform and all its changes.

Provision of quality resources for quality learning in schools and at KTC are key issues that need consideration also.



Because of the scattered nature of the country, the provision of Distance Learning mode facility for each Education Division similar to the PFnet in the Solomon Islands, needs some serious consideration to ease the burden of in-servicing teachers for professional development and other such teacher development needs.

The National Development Strategies (2004 – 2007: p 30: Issue 1) states that the ‘declining levels of literacy threaten the ability of school leavers to adapt to changing economic environment’ and strategises that there is a need ‘to review the English and vernacular syllabus, promote effective language teaching methods and strengthen the support systems for language learning, including the use of internet’. It should also be added that the establishments of school libraries that are stocked with quality children’s books and teacher and parent resources are critical.

### **3.11 Proposed issues/areas for further scrutiny, research and discussion**

- a) Teacher and teacher education policies
- b) Framework for teacher education and in-service training
- c) Quality assurance framework
- d) Distance learning mode facility
- e) Resourcing KTC and schools (including well-stocked libraries) for quality delivery of services
- f) Continuous quality teachers and teacher education development and training
- g) Continuous quality head teachers’ management and organizational training
- h) Continuous quality training of trainers (of teachers, teacher educators)

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## 4. TEACHERS AND TEACHER EDUCATION IN NAURU

Seu'ula Johansson Fua

### 4.1 Country background

#### 4.1.1 National social, cultural, political and economic background

Nauru is located 41 km south of the Equator at 0° 32' South latitude and 166° 56' East longitude. It is some 2000 km east-northeast of Papua New Guinea and 4450 km south-southeast of the Philippines. Kiribati is about 400 km to the east.

Nauru is an uplifted limestone island of a total land area of only 22 square km (2200 ha) of which 1600 ha (over 70% of the island) has been mined for phosphate for the last 80 years. First mining of the phosphate was in 1907 by Germany and the United Kingdom.

Nauru has been under several colonial administration including Germany, Japan, Australia, New Zealand and the United Kingdom. Nauru became independent in 1968.

The 2002 census showed a total population of 10,065 of which 58% are Nauruan, 26% other Pacific Islanders (namely, I-Kiribati, Tuvaluans), 8% Chinese and 8% Europeans and others. Between 1992 and 2002 with the decline in the economy there has been some outward migration of non-Nauruan workers however, this outward migration has some offset with the arrival of asylum seekers and Australian staff working in the migrant processing centre since 2001.

Nauruans are Micronesians with distinct language from other Pacific languages. There is some real concern with the survival of the Nauruan language. The Department of Education is working on addressing this issue.

Nauruans are Christians with the two main churches being the Nauruan Congregational Church and the Roman Catholic Church.

With the income from the phosphate Nauruans in the 1970s and 1980s enjoyed a high GDP per capita (over US\$19,000) – one of the highest in the world. The fiscal year 2002 showed a deficit of A\$40 million to A\$50 million. However, it was unclear how this was going to be funded. Currently, Nauru's national budget is supported by the government of Australia with a Memorandum of Understanding for Cooperation in the Management of Asylum Seekers and Related Issues signed in 2001 with Australia contributing a total of A\$41.5 million to Nauru. In 2004, Australia contributed an added A\$29 million to Nauru. Nauru also receives income from fishing licenses issues to China, Japan, South Korea, Taiwan and the United States.

Between 2003 and 2004, there has been a succession of governments with various efforts to bring about a political and economical turn-around after the economic downturn. At present, Ludwig Scotty is President and his government is working hard at improving services and infrastructures particularly in the education and health sectors. In past governments and especially during the height of Nauruan wealth, the education and health sectors were neglected as the government was able to send patients and students overseas to receive treatment and training. This approach has resulted in little investment and improvement of local education and health services and infrastructure.

#### 4.1.2 Educational background

In 1997, the University of the South Pacific held a regional consultation on the priorities and needs of member countries for the 21st century. Since the consultation, some of the many issues relating to education and teaching remain. Some of the key priorities and needs highlighted in this consultation are as follows:

1. Shortage of teachers particularly in the specialist areas (science, mathematics and biology).
2. Teachers' secondment scheme with those countries that have surplus teachers.
3. Need for appropriate teaching aids, materials and equipment.
4. Teaching of science courses.
5. Lack of professional development for teachers
6. Strengthening of the capacity of local education and training institutions
7. Address truancy
8. Parents and community partnership to encourage students learning.

Nauru's National Assessment Report, prepared following consultations on Sustainable Development held in 2002 and 2004, highlighted needs for educational development that included the following:

1. High turnover of teaching personnel within the DOE resulting in the upgrade of teachers without the appropriate qualifications from the lower levels to the higher levels.
2. Shortage of qualified teachers at secondary school level.
3. Most of the teachers are recruited from overseas and are qualified primary and secondary teachers.
4. There still remains a huge gap and training needs for qualified teachers.
5. Lack of culturally relevant appropriate curriculum which has impacted on academic failure and truancy and loss of identity.
6. There is widespread belief that a high number of Nauruan students who are illiterate in English also have poor command of Nauruan.
7. After Year 7 there is a significant drop in the enrolment numbers and one of the reasons given for this include the lack of qualified senior secondary school teachers and limited scholarship schemes.

The Department of Education and Training is the overarching government body that administers educational services in Nauru. The DOE's first strategic plan generally known as 'Footpath' was put out for 2005 – 2006. The strategic plan focused on three key areas:

1. Learning program focusing on curriculum review, aligned pedagogy, provision of physical resources, improvement of human resources and harnessing the involvement of parents and community in schooling.
2. School support services program to assist in the set up of learning for All framework, a policy framework and an administrative framework. Additionally, the services program also worked to foster productive partnerships with community, other schools and agencies, ensuring safe learning communities, increase attendance at school and the capacity building of teachers, administration staff and parents and communities.
3. Management and Accountability program that would set up the System and Human resources performance measurement (CASE), government policy implementation, governance program, financial and asset management, leadership and culture and economic efficiency of the system.

The DOE is currently operating under their second strategic plan for 2006 – 2007 periods. The second strategic plan is an extension of the first strategic plan but with additional details and the inclusion of detailed budget and identification of donor assistance.

In the first and second strategic plan, there are considerable programs planned for the in-service training of teachers and effort to address the shortage of qualified teachers in Nauruan schools. This will include the establishment of a professional development program and school-based professional development activities.

## **4.2 Teachers and teacher education**

There is no teacher education institute located in Nauru. In the past, teacher training has been offered outside of Nauru. The only form of teacher education available in Nauru is through professional development programs offered by the DOE. The USP has a campus in Nauru where students can access teacher education courses through distance mode.

In 2007 there are 142 teachers working in the ten schools – ranging from infant to secondary school. Of the 142 teachers, 128 (89.5%) are women, 12 hold degrees, 9 hold diploma, 73 hold certificates, 2 are instructors and 46 are trainees.

The 2007 enrolment shows a total of 2570 student currently in school.

## **4.3 Legislation and employment frameworks**

No legislation or employment framework for teachers was sighted.

## **4.4 Teacher-related and teacher education policies**

The current strategic plan has the School Support Services Program to set up policy framework. The strategy includes the preparation of policy framework for structure of teaching profession including training, accreditation, registration and continuous evaluation. The policy framework will also develop a language policy for education with special reference to the use of the Nauruan language in schools. Additionally, the policy will also develop provisions for services for children with special needs and able/disable students.

The current strategic plan has also proposed the development of an Administrative Framework and established for the DOE. The framework will support concept of shared leadership, with a focus on principals.

The current strategic plan will also see the development of a Learning for All Framework that will amongst other strategies – shift the curriculum from a content based to a process based curriculum with an emphasis on student learning outcomes and lifelong learning. The framework will also develop a new pre-school program based on Nauruan language and culture. The framework will address issues of special needs, TVET and Life skills programs, assessment and reporting policy and begin the development of student benchmarks in literacy and numeracy in collaboration with SPBEA.

## **4.5 Teacher education programmes**

Available teacher education programs are through the USP centre in Nauru. Other teacher education programs are in the form of professional development of in-service teachers. The primary professional development currently running is through the Rich Task program where teachers are trained on new curriculum and pedagogy needed to teach the new curriculum.

#### **4.6 Teacher education curriculum**

Teacher education curriculum available is through the USP centre in Nauru where students can access School of Education's education courses.

#### **4.7 The teacher educator and the student teacher**

No data are available for student teachers who are studying through the USP programs or other teacher education institutes outside Nauru.

#### **4.8 The teacher graduate (status, quality, deployment etc)**

No data were available on students who have graduated from USP teacher education programs or other teacher education programs outside Nauru.

No data were available on the deployment, recruitment and status of teachers entering the work force in Nauru.

#### **4.9 Resources for teachers**

The USP consultation that was held in 1997 identified need for upgrading of resources available to teachers. Similarly, the National Assessment Report on Nauru held in 2004 also reiterated the need for significant improvement in supply of resources for teachers and for schools.

The current strategic plan has a specific sub-program for the improvement of physical resources that include the improvement of school infrastructure, provision of desk and chairs and provision of basic learning materials including library books and blackboards. An estimated cost of A\$1.1 million has been identified for this need. DOE is seeking donor assistance for this upgrade of school resources.

Significant infrastructural renovations are being carried out in schools in Nauru. The DOE has made strategic and innovative usage of materials and donor assistance to enable wise usage of limited resources. Nauru now boasts some of the most colourful primary school classrooms in the region.

#### **4.10 Projects for teachers and teacher education**

No data available

#### **4.11 Summaries: Key issues for teacher and teacher education**

1. A key issue for teacher and teacher education in Nauru at present is the supply of qualified teachers. With the absence of a local teacher's training, limited scholarships and funding for overseas training, the assurance of a continuing supply of teachers is weak.
2. Truancy is an issue that remains a challenge for Nauru. The current strategic plan has set up strategies to increase student attendance by way of encouraging teacher to provide more engaging lessons and providing attractive school environment. Recent study by the DOE has been conducted on truancy to gain greater understanding of this problem.
3. The DOE recognises the need for capacity building in the education sector and has appropriately set strategies within the current strategic plan to prepare staffing profiles, wide distribution of staff training and professional development and adopt a policy that will ensure teachers share knowledge and skills gained from professional developments. Much work still needs to be done to support and improve quality of teachers in Nauru.
4. The current strategic plan has set in place avenues to have established a Policy framework, Language framework, Learning for All framework and also a Language framework which will all have direct and indirect implications for teachers. These policies need to be in place and are supported by legislation.
5. The place of the Nauruan language in the school remains a key issue in providing quality education as it impacts on literacy levels. Available data suggest a weakening usage of the language and this may also be true for teachers.
6. Providing resources for Nauruan schools is an issue in light of the current economic situation of the country. However, some innovative work has been done to ensure basic infrastructural resources are distributed. With an economy that is weak and reliant largely on Australian assistance, the cost of education remains a key challenge.

#### **4.12 Proposed issues/ areas for further scrutiny/research/discussion**

1. The cost of education in Nauru in light of the current economic situation presents a unique opportunity to find innovative and creative ways of addressing this issue. Recent renovations of primary schools in Nauru demonstrates innovation and creative management of resources which can be further discussed and studied. Such innovation and creativity are to be documented, further articulated and studied as a way to share best practices amongst Nauruan schools and other Pacific Island countries. The issue of financing education in Nauru also presents a unique opportunity for seeking alternative approaches to financing education that is sustainable.
2. Nauru, like other Pacific Island states that do not have a local teacher training college, faces the added cost of training teachers outside of the country. Further discussion needs to take place as alternative approaches to supplying quality teachers to Nauru at minimal cost. With the DOE's plans for greater attention to Nauruan culture and language it becomes more important that teacher education is provided locally. This is an opportunity to seek alternative ways of supplying quality teachers for Nauru.
3. The place of Nauruan language in schools and in the curriculum has significant implications for teaching and learning. This is a discussion that needs further articulation and gathering of data to better understand practices and strategies that maybe adopted to maximise the benefits of using the mother tongue as language of instruction. Are there lessons from other Pacific Island states that could be learnt in using the mother tongue in schools?
4. The issue of truancy in Nauruan schools is a serious threat to educational development with wide implications for teaching and learning. Greater discussion and research needs to go into this issue to gain a better understanding of not only the economical reasons for truancy but also the pedagogical reasons for students truanting.

5. The DOE has already identified the need to set up a Policy Framework to address learning, administration and language issues. What evidence is needed to guide and support these policies? Who should be consulted to provide information necessary to formulate these policies?

## **Conclusion**

Nauru presents a unique opportunity for teachers to provide an education that is sustainable, relevant and worthwhile for the development of the country. The limitations of financing education also presents an opportunity to work creatively and manage resources wisely again promoting a more sustainable approach to resources and consequently educational development. Nauru DOE is taking some significant steps in the promotion of Nauruan language and culture in the current review of the system. This needs to be encouraged through systematic support not only by Nauruan educators but also Nauruan community and other regional educators and development partners. Nauru DOE is also setting up important strategies to address key educational issues in the country including the supply of quality teachers. The TEP project can assist Nauru DOE in the identification of evidence needed to set up policy framework as well as further identifying creative strategies that Nauruan DOE is currently employing to address financial limitations. Nauru's current experience can offer unique lessons not only for Nauru but also for other Pacific Island countries.

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## 5. TEACHERS AND TEACHER EDUCATION IN NIUE

Sereana Tagivakatini

### 5.1 Country background

#### 5.1.1 Geographical, political, socio-economic background

Niue, located about 2,400km north-east of New Zealand and bordered by Tonga on the west, Cook Islands to the east and Samoa to the north, is geographically isolated in the Pacific. It is claimed to be the largest raised atoll in the world, approximately 73km in circumference with a total land area of 261sq.km. Niue is perched some 20m above sea level, with two distinct terraces making up its landform and surrounded by an extensive fringing reef.

The administrative and business centre of Niue is located at Alofi. There is an international airport and a hospital that was newly constructed after the old hospital was destroyed by Cyclone Heta in Niue has 14 villages linked by a 76km ring road. Each village has at least a church building, a shared community facility and a village green. Noticeable in each village are the derelict houses abandoned by their owners who have migrated mainly to live in New Zealand.

Niue is an independent nation in free association with New Zealand since 1974, with Niueans being full NZ citizens. The Constitution Act of 1974 allows for a 20 member Legislative Assembly, with 14 representatives, one elected from each village plus 6 elected from a Common Roll. A Premier is elected by the Legislative Assembly to lead the Government, who in turn selects three associates to form a four member Cabinet.

New Zealand is mandated with the continued responsibility to provide assistance in economic, administrative, international relations and defence services of Niue.

Niue's population has been declining steadily from an all time high of 5,194 in the 1966 census to 2,088 in 1997(SPC, 1999), 1,788 in 2001 and only 1,625 in 2006 (Government of Niue Statistics Unit, 2007). In 2005, an estimated 22,000 Niueans lived in New Zealand. The government has flagged its population decline and small population base as matters of concern for Niue's human resource needs and sustainability as a living community.

The economy of Niue is based on primary production (mainly taro export and handicraft industry) and aid assistance of the New Zealand government and other donors. Remittances by Niueans working overseas also contribute to the economy, but only as far as there are still close family members living in Niue.

#### 5.1.2 Education system

1. The Department of Education has a Director answerable to the Minister of Education who sets the policy framework for education according to his/her government's wishes.
2. Niue enjoys a relatively high level of education services, given the small population base and the easy accessibility of education to pupils. The government of Niue provides free and compulsory education to all children from the age of 4 to 16 (EFA National Plan, 2002: 10).



3. There is only one primary school with an ECE centre attached to it and one secondary school on Niue
4. Linkages between schools and the Director are provided by the two school principals. Below each principal is the “extended management team (EMT)” of teachers, introduced to assist in middle management of schools. A place on the EMT is an annual renewable position of responsibility over and above teaching duties, which teachers may apply for. The position carries a bonus compensation and is awarded based on performance. Other teachers complement the teaching staff. Support for schools is provided by school committees and parents although they are not directly involved in the academic program or appointment of teachers.
5. The EFA2000 Report declares that Niue maintained a 100% national enrolment rate at the primary level from 1991 – 1998.
6. The literacy rate is almost 100% and there is a mean of 8.3 years of schooling among the adult population.
7. In Term 4 of 2005 (Statistics Unit, 2006: pp. 3-7), 33 children were enrolled in ECE, 178 children in Niue Primary School [Years 1-6] and 191 at Niue High School [Years 7-13].
8. Niue’s education curriculum is based on the New Zealand Education Curriculum Standards and Qualification Authority in both primary and secondary sections. Schools are reasonably well maintained, although there is a recognized lack of resource materials, particularly in the vernacular.
9. Tertiary education in Niue is provided by the USP through its local centre and St Clemens University, catering for post secondary and adult students in pre-degree, degree and vocational programs.
10. In 2005 (Niue Education Statistics, 2005: p.10), the USP Centre registered 54 students in Semester 1 and 45 students in Semester 2. Of these, 17 were studying towards a Degree award and 10 students in Foundation Studies for both semesters. After Semester 1, Diploma students dropped from 5 to 2, Certificate students from 10 to 5 and Preliminary students dropped from 9 to 4. Clemens University Centre registered only 2 students in 2005.
11. Overseas, New Zealand is the preferred study and training destination for students and public service personnel who receive annual Government Awards funded under NZAid and other donors.
12. The National Training and Development Office is responsible for managing overseas studies for Niue students. In 2005, a total of 43 students studied abroad, mostly towards degree awards: 24 in NZ, 15 in Fiji and 4 elsewhere.
13. Niue has continuously highlighted the problem of teachers absconding after overseas training and the necessity to address this issue in order to arrest the drain of qualified people out of Niue.
14. In general, the analysis of the 1997 census by SPC showed that males seemed better educated than females and that Niueans living in Niue had a higher proportion of university degrees compared to Niueans living in NZ, while the latter had a higher proportion with UE or other qualifications than the Niue population.
15. The estimated education budget for 2003/2004 was NZ\$1.5m, accounting for about 7% of total recurrent expenditure (reported by the Joint Niue European Commission Report for 2004). The same report also quotes that “NZ AID also provides approximately NZ\$460,000 for study awards (scholarships) to enable Niue residents to undertake secondary and tertiary courses in New Zealand and the Pacific region. A fund of NZ\$50,000 is available for vocational and short-term training. Australia also offers scholarships”.
16. The EFA 2000 Report (1999: pp.24-25) indicated that the primary education budgets, when considered as a percentage of the total education budget generally continued to decrease over

the 1990s decade, reflecting the decrease in student enrolments in primary education. The primary education budget is allocated to cater only for the day to day existence of the school rather than to include initiatives in teaching and learning.

## 5.2 Teachers and teacher education

The teaching fraternity on Niue is made up of the teaching staff at the Niue Primary School and Niue High School. Niue Primary School had the following staffing positions in the 2003/2004 period: 1 Principal, 1 ECE Officer, 6 EMT teachers (in-charge of each year level), 6 other primary teachers and 4 ECE teachers.

For the same period (2003/2004), Niue High School Teaching had one Principal, one Deputy Principal, 7 Heads of department and 15 teachers. Presumably, the Deputy Principal and the Heads of Departments made up the Extended Management Team at the High School.

In Term 4 of 2005, the following numbers of teachers were recorded:

Table 11: Number of teachers in Niue

Teachers	ECE	Primary	Secondary
Male	0	2	8
Female	4	10	17
<b>Total</b>	<b>4</b>	<b>12</b>	<b>25</b>
No of Pupils	33	178	191
<b>Teacher:Pupil Ratio</b>	<b>1:8</b>	<b>1:17</b>	<b>1:8</b>

Figures derived from Tables 1, 2 and 4 of Niue Education Statistics, 2005.

While the teacher:pupil ratio for Niuean schools is high, especially when compared to other Pacific schools, the lack of male teachers and consequently lack of male role models for Niuean children is of concern.

Niue's EFA Report 2000 (p.26) indicated that all of Niue's primary and secondary teaching staff have the required academic qualifications for teaching. These qualifications include a minimum of NZUE plus completion of teacher training at a recognised Education Institute, which for Niue is usually in New Zealand, although there are the odd few from Fiji.

In 2002, 8 of the 12 primary school teachers possessed a BEd. qualification

There is no teacher education institute on Niue.

## 5.3 Legislation and employment frameworks

The 1989 Education Act contained in Article 61(2) of the Niue Constitution is the governing legislation for education in Niue. The Act stipulates provisions for i) Central Administration (ii) Local Administration (iii) Establishment of Schools (iv) Enrolment and Attendance of Pupils (v) School Classes, Hours and Terms (vi) Course of Instruction (vii) Inspection of Schools and (viii) General Provisions. Section 23 of the Act gives a brief statement about teachers entitled 'Appointment of teachers and other staff' which reads " There may be appointed by the Niue Public Service Commission such deputy principals, teachers and special education teachers and other staff to teach and carry out other duties in the Government schools as may be appropriate". There are no other stipulations on terms and conditions for teachers other than the abovementioned section. The schools'

academic program and the employment of teachers are under the direct oversight of the Ministry of Education.

#### **5.4 Teacher-related and teacher education policies**

The platform for policy framework for education lies with the government through the Minister of Education. The Director of Education advises the Minister on education issues and implements policies set by government.

Currently there is no policy for teacher training – this has been identified as a need to be developed so that teacher in-service training can be on-going from ECE right up to secondary levels (EFA National Plan, 2002:38).

The EFA Action Plan and Strategy (currently 2003-2010) plays a prominent role in complementing and directing the Niue Education Corporate Plans in most areas, in Niue's pursuit of quality education.

First on Niue's EFA priorities is the goal to improve all aspects of education. Towards this end, efforts to enhance teachers' capacity and performance are proposed via on-going staff development through teacher attachments and strengthened networks with NZ schools, improved internet facilities, and regular review and reporting of teaching services and standards (National EFA priorities).

Also mooted in the AFA plan (EFA National Plan 2003-2010: p.38) is the provision of incentives to attract and retain good teachers as well as to develop policies to promote and protect teachers' welfare. There are also plans to encourage teachers to have more voice in decisions affecting teachers' work and to be provided with on-going and systematic professional development.

#### **5.5 Teacher education programs**

Niue does not have a Teacher Education institution. Most primary teachers are trained in New Zealand. Teacher trainees however, can be placed in the Primary School for teaching practice.

#### **5.6 Teacher education curriculum**

Not applicable

#### **5.7 The teacher educator and the student teacher**

Not applicable

#### **5.8 The teacher graduate (status, quality, deployment etc)**

No data available

#### **5.9 Resources for teachers**

1. Niue Primary School teachers are well supported in terms of stationery and office equipment supplies.
2. Teaching resources itemized in annual budgets include library books (which include reference texts), computer software and subscriptions to professional journals and the local newspaper.
3. There is a recognised need for resources that are relevant in the Niue context to support the NZ curriculum that is taught in school. Already happening however, are sessions organized among staff members to assist them in identifying local contexts that may be used to meet the

learning outcomes in the NZ Curriculum Framework. There are already efforts to discuss curriculum delivery and to document teachers' experiences in teaching the school's curriculum.

## **5.10 Projects for teachers and teacher education**

A number of events, implementation of plans and projects have been of significance to the status of Niue's education system and teachers in the last 10-15 years.

In 1990 the 8 primary schools in existence were amalgamated into one national primary school, consequently forcing a compulsory redundancy of teachers at the age of 50, the following year.

### UNDP funded Basic Education Life Skills

Niue Primary School implemented the regional UNDP funded Basic Education Life Skills (BELS) beginning in 1994 and followed through with the various components of BELS: Community Support for Education/ECE, Teaching and Learning, Literacy and Classroom Assessment until the end of the project in 2002. In-country teacher training and resource development were important outcomes for the various components of BELS, plus regional workshops for the national coordinator(s).

### NZ Curriculum Framework

In 1994, Niue Primary School adopted the NZ Curriculum Framework., placing a new and greater workload for teachers, hence requiring new skills and knowledge to be able to cope with the demands. In 1997, there was a requirement to place intending primary teachers to undergo an attachment to the primary school before training.

### Other projects

In the same year, Niue schools joined the UNESCO Associate Schools Project, began implementing the Health Promoting School initiative and embarked on a 4-year NZODA project called Professional Development and Support Resources.

Niue launched the Conventions of the Rights of the Child (CRC) in 1998 as well as introduced the EMT structure to the Primary School. NZODA again sponsored an upskilling and upgrading of physical and human resources in 1999

## **5.11 Summary: Key issues for teachers and teacher education**

- Teacher numbers, gender
- Teacher retention and loss to overseas countries
- Working conditions
- Overseas school curriculum
- In-service training
- Suitable relevant materials for teaching

## **5.12 Proposed issues/ areas for further scrutiny/research/discussion**

The adoption of an external curriculum is placing undue pressure and difficulties on a fragile and small education system, because of the curriculum's requirement of a high level of teacher confidence with teaching strategies and content knowledge as well as the ability to translate curriculum statements

into classroom activities and learning outcomes. This is compounded by the lack of teacher support materials and resources for learning. As if these were not enough, the context in which the curriculum is written is more often than not far removed from the realities in Niue.

There is a second issue in the preparation of teachers to teach in Niue. After the devastation of Cyclone Heta in 2001, many Niue people realized that they had lost much knowledge of how to survive using what the local environment had to offer, since many of the things they had come to depend on at the expense of traditional alternatives, were destroyed or not available. There has since been a renewed interest in things Niuean, particularly in traditional knowledge and language about seasons, native foods and fruits, animals and their behaviour, trees, water bores, traditional herbs and methods of healing among others. Thus the challenge to make the NZ curriculum relevant to Niue is not only an academic exercise, more importantly it is an effort to revitalize Niuean language and cultural identity among the dwindling population. The importance of the task to contextualize the NZ curriculum for Niue's consumption is therefore an area that requires due attention and perhaps wider consultations as well as special abilities and technical expertise on the part of teachers. Professional development opportunities for teachers to be able to effectively make learning experiences meaningful for students on Niue must be explored.

The small and decreasing Niue population limits the number of recruitment into the service. There is also reported loss of teachers who do not return to Niue after overseas training, exacerbated by the much lower salaries on Niue when compared to similar jobs in NZ. There are also very limited opportunities for promotion, given the smallness of the teaching positions available on Niue.

The predominance of women teachers in the school system is also problematic for Niue; firstly in the lack of male role models for school children and the higher incidence of maternity leave taken by female teachers.

The working conditions for teachers on Niue should also be on par with internationally recognized rights and obligations for teachers such as support for new teachers, advancement and promotion, security of tenure, further education, familiarity with teacher appraisal methods that are objective and non-discriminatory, conformity with teachers' code of ethics, professional standards and children's rights.

### Curriculum

The adoption of an overseas curriculum has advantages such as circumventing lengthy and costly curriculum development exercises and that the standard of the curriculum framework is usually of reputable standard. However, local teachers are unlikely to have a sense of ownership of the materials which may make them apathetic about curriculum innovations. Niue's external curriculum is probably too complex for local needs, notwithstanding that many students are likely to end up in New Zealand anyway. The NZ Curriculum framework is essentially a series of statements from which teachers are expected to develop their own lesson plans, a task which teachers may lack expertise in or lack resources to carry out.

### Professional training

Most primary teachers are trained in NZ and given that they will teach NZ curriculum back in Niue, are probably receiving relevant teacher education for their classroom work. However, the need to contextualise learning for Niue students will demand skills that may not be attended to during teacher training. This aspect may need to be addressed within Niue within the context of Niue's political, socio-cultural, economic and physical environment.

Niue has also flagged the need for professional development among senior managers in the education system in using and understanding an appraisal system for teachers that is to be developed by an external consultant (Niue Education Strategic Plan: 2005-2010).

Resources are limited and continue to dwindle each year due to dwindling student numbers. Also there are limited vernacular and local materials for use in teaching.

## **Conclusion**

The smallness and peculiar issues in the Niue context require careful deliberation as many educational issues that teachers face are not just about improving the quality of education. They are also about the survival of a language and indeed of a culture; of ways of knowing and doing and being in Niue. Given the fragile population size, and the 100% primary school enrolments, the impact of teachers will have far greater significance than in most other Pacific nations.

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# 6. TEACHERS AND TEACHER EDUCATION IN PAPUA NEW GUINEA

James Agigo

## 6.1 Country background

Teachers shape the nation's people to be useful and productive members of their communities. They are key agents for change in student learning and acquisition of knowledge, skills, attitudes, understanding and capabilities in a classroom situation. They disseminate knowledge to students by interpreting and converting the curriculum with its formulated educational aims into lessons that are taught in the classrooms. The aims of the curriculum are related to Papua New Guinea (PNG) government policies and development needs. The main purpose of teachers in the classroom is to prepare and influence the vast majority of students who will return to their villages where there is opportunities for community based employment (Education Act, 1983). It is assumed that these students main work will constitute subsistence farming and community based commercial activities (Education Act, 1983). Teachers would have prepared each student for this reality.

Despite the important role teachers' play in the development of Papua New Guinea, teachers face many issues including teacher development, living conditions, inspections and promotions, recruitment and deployment, role clarifications in the reform, student assessment, rewards and salary are not conducive to the work load and long hours they put in to prepare lessons. A more challenging issue at the provincial level is poor planning to facilitate teacher training and development programs and teacher salary and pay needs. For example, poor planning has forced many teachers to pay their own tuition fees to upgrade their qualifications to meet the challenges of the new curriculum reform. In addition, teacher pay needs have not been met satisfactorily and pose a challenge to sustaining and continuing the quality of teaching and leaning. For example, 7 to 8 thousand teachers leave classrooms annually to attend to their pay needs at the provincial level or make expensive trips to Port Moresby to sort out their pay issues (Agigo, 2000). These constraints may continue to undermine the quality of teaching and learning in the schools.

### 6.1.1 Land

Papua New Guinea (PNG) occupies the eastern half of the island of New Guinea, which is just south of the equator and 150 kilometres north of the tip of Australia. Papua New Guinea is made up of over 600 islands of which 85 percent of its land of 463 840 square kilometre is on the mainland (Runnells, 1995). This is mostly covered by tropical rainforests and divided by massive mountain ranges. Sustainable use and protection of its natural resources which are of global significance have attracted worldwide interest in recent years particularly its large gold and copper deposits, oil and natural gas reserves, large arable land for potential agricultural production, an abundant supply of fresh water, large tropical forests and extensive maritime fisheries

### 6.1.2 Government

With independence in 1975 from Australia, Papua New Guinea adopted a constitution that established a parliamentary democracy based on the Westminster model but excluding an upper house or chamber (PNG Government Information, 1981). The constitution emphasises high quality of leadership and the development of the people rather than of the country and the participation by the people in decision making at all levels of society. It also gives importance to decentralisation or the distribution of powers at all levels and the cooperation between the legislature and the executive.

There are three tiers of government: The National Government (NG), Provincial Government (PG) and Local Level Government (LLG). The National Parliament is the supreme law making body of Papua New Guinea. Members of Parliament are elected by the people and normally hold office for five years. The parliament consists of 109 members representing the provinces and open electorates (20 provincial members and 89 open members).

The second level of government is the Provincial Government. There are 20 provincial governments established throughout the country. The elected Presidents of the Local Level of Government Councils and the National Members of Parliament representing the various electorates in the province make up the Provincial Assembly. The provincial member becomes the Governor of the province (Organic Law on Provincial and Local Level Governments, 1978). It has the responsibilities for the functions delegated by the National Government including the development of the natural resources such as agriculture, fishery, forestry, education, health and industry. It is assumed that decentralisation allows the people of the province to take part in planning and carry out policies affecting their own development and administration (Organic Law on Provincial and Local Level Governments, 1978). However, there are overlaps of authority between the national and provincial governments in many areas. This has resulted in people not accessing essential government services such as education and health within their reach.

Provincial Governments are funded primarily from the National Government grants. Provinces have limited authority to impose certain taxes and fees. Most provinces operate business ventures within the province to supplement the national government grants.

Local Level Government is the last level of government in Papua New Guinea. It comprises of councillors elected by the people representing a number of villages (council ward). The councillors elect their Council President who represents the Local Level Government in the provincial assembly. The Local Level Governments have varying degrees of responsibilities in the provision of education, building and maintaining roads and bridges, markets, water supplies, health, sports and recreation. Revenue sources made available are limited and consist mainly of head taxes, land tax, court fines, license fees and government grants. These grants are insufficient to provide basic services and as a result many Local Level Government services are lacking in the rural areas.

### **6.1.3 Economy and investment**

Subsistence farming remains the principle economic activity for 85 percent of Papua New Guineans, despite increase in numbers entering the cash economy. Since 1970 there has been a steady growth development of primary export industries.

Gold, copper, oil and natural gas are the major contributors to the country's economy. The primary resources sector including logging, oil palm and coffee, are also major sources of export revenue although logging industry has suffered from low product prices (Bank of PNG, Economic Bulletin, 2006). The country has free enterprise operation with the trend to encourage foreign investment beneficial to the nation and in areas not adequately served by Papua New Guinea firms. The government policy is to encourage Papua New Guinean individuals and groups to own and control some proportion of the countries economic activities (National Constitution of PNG, 1975). This has been partly achieved through landowner involvement in major agricultural, mining and fishery projects. However, large industrial and commercial enterprises tend to be owned wholly or partly by overseas organisations although many businesses have been developed by local Chinese or European businessman.



Manufacturing and construction industries continue to develop but at a slow pace and remains a secondary importance to mining, agriculture, oil and gas as a source of income generation activities. The government policy is to down stream process of all its resources on shore. The main aim is to encourage greater source of revenue, increase job opportunities and increase economical participation by the investors and the people in the development of the country. However, several writers (Manning, 2006; Samson, 2007) have suggested that although the government has a profound policy on manufacturing and down stream processing of its natural resources, it has not been successfully implemented as anticipated because of government implementing agencies lack of skills management to support the implementation. Consequently, this may have hindered the government down stream processing policy initiatives.

#### **6.1.4 Culture**

Papua New Guinea has approximately 875 vernacular languages (Runnells, 1990). There are two main languages used as a medium of communication throughout the country: Tok Pidgin and Motu. The Tok Pidgin is widely used in the Highlands, New Guinea Islands and Momase regions and some parts of Southern (Papua) region. Tok Pidgin is historically derived from English. Pidgin naturally carries along much of the English influence in its grammatical framework and spoken by nearly three quarters of the population.

Hiri Motu was the trade language used by the Motu people and their customers during the Hiri trade expeditions in the Gulf and Western Provinces in the Southern region. It was adopted by the British colonial government and spread beyond the limits of Hiri expeditions. Hiri Motu is spoken in the Gulf, Western, Oro and Milne Bay Provinces. It is estimated to be spoken by one quarter of the population.

However, English is the language of education and higher levels of administration and commerce in the country. In the Elementary and Primary Education sectors the government has introduced the 875 local vernaculars to be the language of instruction (Education Review 1991).

The richness of Papua New Guinea's culture is embodied in the people's traditional life styles, legends, arts, dances, drama and other shows and practices. The National Cultural Preservation Act (1978) seeks to preserve the country's national history and cultural heritage. Research is also being carried out into recording and interpretation of all aspects of traditional Papua New Guinea.

Cultural preservations in PNG have met many challenges. Many writers (Moutu, 2002; Pickford, 2002) have raised concerns that there is lack of local people interest to preserve unique traditions and practices. Some studies (Pagelio, 2002; Rapese, 2002) have suggested that many people from one particular culture have migrated into towns and cities and have raised grave concerns of losing their languages and cultural practices. It has been suggested that large migration into towns and cities may impede on the sustainability and continuity of languages, cultures and traditions for minority cultural groups in the country (Moutu, 2002).

#### **6.1.5 Population**

PNG has a population of about 5.2 million comprising 52 percent male and 48 percent female (National Census, 2000). According to the National Census (2000) about 85 percent of the people live in the rural areas while 15 percent live in the urban areas. The majority of the people are mainly of Melanesian origin while some are of Polynesian origin. The population is growing at the rate of 2.7 per cent per annum and is predicted to reach 7.5 million by 2020 (National Census, 2000). Population densities vary considerably from 0.6 per square kilometre in the Western Province to more than 37 people per square kilometre in the Highlands Region. The highlands region on the mainland is heavily

populated which caters for 40 percent of the population. However, in the recent times there has been marked population drift to urban areas.

According to the 2000 census, 45 percent of the population is estimated to be below the age of 15 years. It has been projected that by 2010 the school age population will have grown by 45 percent and 67 percent respectively (PNG Human Development Report, 1998).

#### **6.1.6 PNG Education System**

PNG formal education systems were established in the 1940s. The colonial administration and church education agencies had separate education systems which were governed and managed independently until the early 1970s when the current national education system was unified and established (National Education Plan, 2005).

##### *The Mission of PNG Education System*

The PNG education system has five fundamental assignments to be implemented and achieved. To accomplish the mission will require maximum involvement and co-operative effort by persons and bodies interested in education in the country including the state, provincial governments, churches, local level governments and the community as a whole. The implementation will depend on the availability of resources from all stakeholders identified. The main aim of sharing resources and responsibilities is to foster among other things a sense of common purpose and nationhood. It is envisioned that such arrangement may promote among communities the importance and value of education at all levels.

- ❑ To facilitate and promote the integral development of every individual
- ❑ To develop and encourage an education system which satisfies the requirements of Papua New Guineans and its people
- ❑ To establish, preserve and improve standards of education throughout Papua New Guinea
- ❑ To make the benefits of education available as widely as possible to all of the people
- ❑ To make education accessible to the poor and physically, mentally, and socially handicapped as well as to those who educationally disadvantaged

Although PNG Education Department and provinces have made progress to accomplishing each mission statements, citizens who are physically, mentally and socially disadvantaged have yet to have full access to educational services provided by the government. Further, the benefits of education are yet to be made available to all people especially to those living in the remotest part of the country as well as squatter settlers who have migrated into towns and cities in search of jobs. This may impede the improving standards of living and the development of rural and remote areas of the country.

##### *Administration of National Education System*

According to the Education Act (1983) the administration of the national education system is vested in the following authorities:

- ◆ The Minister for Education
- ◆ The National Education Board
- ◆ The Department Head
- ◆ Teaching Service Commission
- ◆ Provincial Governments

- ◆ Education Boards
- ◆ Church education agencies
- ◆ The governing bodies of members schools

Among many responsibilities in general, each authority is responsible for managing, administering, supervising and implementing of approved plans and policies in relation to education.

#### *Administration and operation of schools*

The schools are operated by the government and six prominent churches (Catholic, Lutheran, United Church, Seventh Day Adventist, Methodist, and Four Square). The schools are governed by 20 Provincial Education Boards and managed by 20 Provincial Divisions of Education. However, there are small yet but growing number of privately owned and run schools operating throughout the country.

The education system in Papua New Guinea is highly decentralised following the establishment of Provincial Government system in 1978 (Organic Law on Provincial and Local Level Governments, 1978). Under the decentralised system the Provincial Governments are responsible for planning and building and construction of new schools (Elementary, primary, secondary and vocational schools), planning, maintenance, financing, teacher recruiting and postings.

#### **6.1.7 PNG education reform**

The education system established in the 1970s is under going major structural and curriculum reform programs as a result of a review of education programs by PNG Government in 1991. The implementation of reform began in 1992.

The reforms were based on a number of issues that were identified as problematic in schools including access, retention, curriculum relevance, quality, and standard of education (Education Sector Review, 1991). To address these issues, changes have been made to the structure of schools, the curriculum, teacher education and the allocation of responsibilities for the building of classrooms and teachers' houses. One change has been to restructure schools. This has involved the establishment of elementary schools (preparatory to elementary grade 2) and a reorganisation of grades in primary schools (grade 3 to 8) and secondary schools (grade 9 to 12). Another change has involved the broadening of subject choices to include local culture, vocational training, and Christian values in order to fit the needs of PNG society (Matane, 1986).

Further, responsibilities for implementing school reforms were divided between the National and Provincial Governments and the local communities in order to share the costs of reform. In addition, changes were made to teacher education, such as the rationalisation of elementary, primary and high school teacher education. The aim is to ensure an adequate supply of trained teachers is maintained through pre-service programs as well as in-service training to improve teacher pedagogical skills through an upgrading of their qualifications (PNG Education Plan A, 1995).

#### **6.1.8 Challenges of reform**

Reform in PNG has met many challenges. The public has raised concerns that there is lack of basic rural and urban practical skill programs such as agriculture, carpentry, art, and craft in the reformed curriculum (Bopi, 2004). Consequently, members of the community may have perceived that the reform curriculum is irrelevant, as it is not meeting the needs of the community (Pumwa, 2004). Furthermore, there are differing views concerning the responsibility for building, teacher training, supplying, and maintaining classrooms and teachers houses of elementary and primary schools which is seen to be a burden on the community (Terry, 2004). This perception reflects public

misunderstanding the purpose of reform and its benefits. Others have observed that student retention especially in the rural areas continue to be problematic (Guy, Kippel and Reta, 2004; Terry, 2004). Poor student retention is often blamed on drug abuse, school fee problems and anti social behaviours (Bopi, 2004; Pumwa, 2004). A more challenging issue at the provincial level is poor planning to facilitate reform. For example, poor clustering of feeder schools has forced parents to build boarding facilities to negate the need for students to walk long distances to get to school in rural areas (Agigo and Ruru, 2001). These constraints may continue to undermine reform efforts at the school and community levels.

Other factors that pose a challenge to educational reform in schools include poor transport infrastructure such as roads, airstrips, and wharves, which often make the transportation of teachers and teaching materials more difficult (Agigo and Ruru, 2001; O'Donoghue, 1995). As well as break down in law and order, issues such as tribal fighting (especially in the Highlands Region) have hampered people from accessing educational services (Bopi, 2004; Terry, 2004).

In addition, responsibility for reform has been divided between the School Boards of Management, local communities and the Provincial and National Governments and the role of these groups in terms of responsibility is ambiguous (Bartunek, 2003; Pumwa, 2004). O'Donoghue (1995) has suggested that the role of each group is unclear, as the National and Provincial Governments operate in isolation from each other under a decentralised structure. Some school reform activities (e.g., teacher in-service training, building of teachers' houses) in PNG are decentralised to schools as a way of adapting school reforms to their environment. The aim is to increase teachers and parental involvement and participation in decision making, being accountable to their own activities and greater school productivity in terms of implementing school reform goals. It has been suggested that the decentralisation of school reform responsibilities provides more flexibility for the school community to be innovative in expanding reform programs (Bopi, 2003). That means provincial and national staff can no longer give directions to schools. This is because the school principals and BOM have direct control over school operation and management.

However, under decentralised structure, there is lack of monitoring and coordinating of each school reform curriculum activities at the school level to clearly establish the extent of reform implementation progress (O'Donoghue, 1995). Further, there is no clear indication of what the role of the teachers and principals would be in the overall management of school reform programs with the National and Provincial Governments at the school level. For example, the role of teachers in the implementation of reform curriculum is unclear in PNG National Education Plan (1995), which provides the plan and direction for reform curriculum and teacher education and training programs. This is despite evidence from the literature, which indicates that teachers' interactions with major players in the development of reform curriculum initiatives are important in the implementation process (Geijsel et al., 1999, 2001; Slegers et al., 2002).

Although provinces have reported significant improvements (Guy, Paraide, Kippel and Reta, 2004), there seems to be insufficient empirical evidence to reach any specific conclusions about the success of the current curriculum reform. It is clear that decentralisation of reform activities has worked for some Provinces while others have struggled due to financial and human resource constraints.

## **6.2 Teachers and Teacher Education Institutions**

The number of teachers and teacher education institutions are growing and expanding. Teachers make up the largest group of public servants in the country. In 1973, Papua New Guinea Education system

had a total of 1,050 institutions, 9,060 teachers and 250,000 students (PNG Education Corporate Data, 1973). By 2003 the system had grown with 33,000 teachers, almost one million students in 3,500 elementary schools, 3,000 primary schools, 160 secondary schools and 140 vocational schools (PNG Education Corporate Data, 2003). Since 2003 these numbers have significantly increased. There are currently 45, 000 teachers, 1.2 million students in 4,000 elementary, 3,300 primary, 170 secondary and 140 vocational schools (PNG Education Corporate Data, 2006). The education system is still growing and expanding.

Teacher education institutions are both provided by the government and church education agencies. This information is provided in Table 11. The information provided shows that there are a total of 13 teacher education institutions in the country. Of this number, 77% of teacher education institutions are owned and operated by the churches while the government owns 23% of these institutions. All primary teachers colleges offer diplomas while universities offer both degree and diploma programs for secondary, vocational and primary school teachers. The University of Goroka is the only institution in the country which provides for all secondary school teachers needs in the country. Although, Pacific Adventist University produces trained high school teachers it contributes small number of trained teachers to the country while most of its graduates are absorbed through out the Asia- Pacific countries.

Table 11: Teachers education institutions

Teachers colleges and Universities	Agency	Types of teachers trained	Qualifications
Dauli Teachers College	Church-United church and others	Primary	Diploma
Holy Spirit Teachers College	Church-Catholic	Primary	Diploma
Madang Teachers College	Government	Primary	Diploma
Balob Teachers College	Church-Lutheran	Primary	Diploma
Gaulim Teachers College	Church-Catholic	Primary	Diploma
Vunapope Teachers College	Church-Catholic	Primary	Diploma
St. Benedict's Teachers College	Church-Catholic	Primary	Diploma
Sonoma Teachers College	Church-SDA	Primary	Diploma
Kaindi Teachers College	Church-Catholic	Primary	Diploma
PNG Education Institute	Government	Primary/Vocational Centres	Diploma
University of Goroka	Government	Secondary/Vocational/ Primary	Degree/Post Graduate Diploma/degrees
Pacific Adventist University	Church-SDA	Secondary/Primary	Degree/Diploma
Divine Word University	Church-Catholic	Secondary/Primary	Degree

### 6.3 Legislation an employment frameworks for teachers and teacher education

#### 6.3.1 Teacher Legislations-Teaching Service Act (1988)

Teaching practice in Papua New is governed by two key important legislations: Teaching Service Act (1988) and Education Act (1983). The Acts differs in application and use but they all have the purpose of managing teachers practice in the country.

The Teaching Service Act is managed by Teaching Service Commission (TSC) of Papua New Guinea which is established within the TSC Act itself. The commission's role is to manage teachers' appointment, promotion, creation of teaching positions, salaries and allowances, retirement, leave fares, housing and professional development. The act requires that the commission perform its functions effectively to deliver agreed services to the teachers. The act anticipates that TSC will deliver the approved rewards and benefits to teachers on timely basis. It is suggested that meeting

teachers pay, promotion, appointment and training needs adequately will improve teaching and learning outcomes at the school level (Wari, 1993).

However, these roles and responsibilities stipulated above are not fully performed by TSC. These functions have been transferred to the Department of Education (DOE) because it lacks the resources and man power to perform those tasks. To address this issue, transfer of roles and responsibilities has been made to payroll, in-service training, and appointment of teachers, leave fares, housing and creation of teaching positions. One transfer has been made to the teachers' payroll systems. This has involved the Department of Education processing teachers' salaries, allowances and leave fares. Another transfer involved the provision of housing for teachers. However, under the TSC Act housing is not a condition of employment. The provision of housing is left to the community (parents) and the Provincial and Local Level Governments to provide. Further, responsibilities for financing teacher leave fares, salaries and allowances, deployment, recruitment, creation of teaching positions were transferred to the Provincial Government in order to share the cost of teachers' employment and welfare. Another transfer has involved teacher in-service training to Teacher Education Division of DOE for teachers to broaden their teaching skills and knowledge. The aim is to ensure an adequate supply of trained teachers is maintained through in-service training to improve teacher pedagogical skills through an upgrading of their qualifications at the provincial level (National Teacher In-service Plan, 2007).

Teachers in PNG have met many problems, issues and challenges. They have raised concerns that their pay needs have not been met satisfactorily, lack of promotional opportunities, poor housing conditions, under payments and outstanding leave fares (Wari, 1993). Consequently, teachers have perceived that the Teaching Service Commission is not performing as expected and meeting the needs of teachers in the country. This perception reflects TSC transfer of core functions to DOE an issue which remains to be addressed. A more challenging teacher issue at the provincial level is poor planning to facilitate teacher development programs. For example, teachers are paying their own tuition fees to upgrade their qualifications. These constraints may continue to undermine teaching and leaning programs at the school levels. There are clearly problems associated with teachers' terms and conditions of employment and welfare and, there is a need for systematic investigation from the teachers' perspectives.

### **6.3.2 Teacher Legislations-Education Act (1983)**

Education Act (1983) governs the education system of Papua New Guinea. The act is managed by the Department of Education (DOE) which is created within the same act. The function of DOE related to teachers are to: design and develop curriculum content, curriculum standard and examinations, minimum age of entry, number of hours of instruction on the curriculum, number of days teaching each year, maximum teacher pupil ratio, language of instruction, registration of teachers, inspections of teachers, certification and assessment of teachers, designing and developing national education plan, granting of certificates and diplomas to teachers and students. DOE is expected to effectively carry out these roles to ensure teachers have the relevant resources to provide learning experiences to the students.

DOE major objectives are to provide educational services to the people regardless of their tribal affiliations, culture, religion, colour, race and gender. One of the DOE roles is to make education accessible to the people. This involves the department providing education products and services to all parts of the country through teaching. Another role is to make the benefits of education as widely as possible in the rural and remotest parts of PNG. Further, DOE is required to improve the standard of education throughout the country. This constitutes DOE assessing and monitoring national examinations and determining the levels of student performances in each of the nationally prescribed

subjects at each level of education. The Education Act (1983) provides that teachers would perform these duties aiming at improving and making the provision of education services within the reach of the people throughout the country

The Education Act does not reflect the scope of teaching function and practice. Therefore teachers have met many constraints in implementing those roles. The public has raised concerns that the curriculum standard is falling because many students in the national examinations did not score marks over the national average pass mark (Chalk, 2001; Pumwa, 2004). As a result, the members of the public may have perceived that teachers are not performing their duties teaching duties effectively as required (Bopi, 2004; Pumwa, 2004). Furthermore, there are concerns raised about the national and provincial governments unofficially increasing the class sizes to 45 to 55 students per teacher which is over and above the national maximum teacher pupil ratio of 1:40 (War, 1993). This is seen to be overburdening the teachers work load which may have negative effects on the quality of teaching and learning. Others have observed that teachers have refused to take teaching positions especially in the rural and remotest schools continue to be problematic (Agigo and Ruru, 2001; Bopi, 2004). Lack of teacher interest and motivation to take up postings in the rural areas has been blamed on poor transport infrastructure such as roads, airstrips and wharves which often make the transportation of teachers and teaching materials more difficult (Agigo and Ruru, 2001). As well as break down in law and order issues such as rascals and tribal fighting have hampered teachers from accessing schools and provide education service as required (Bopi, 2004). These constraints may continue to undermine teachers' efforts to provide education service to the people.

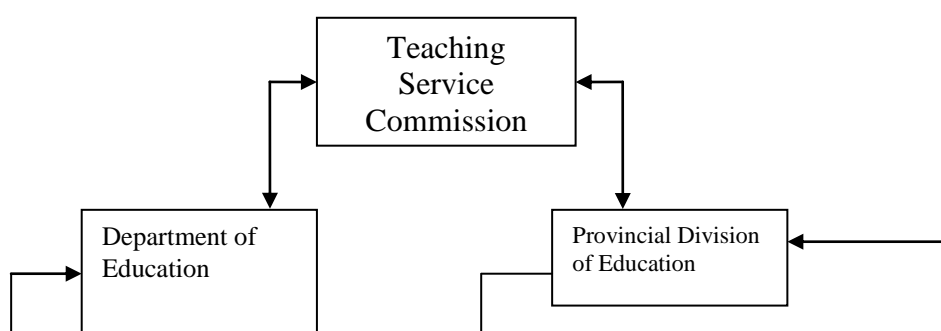
### 6.3.3 Teacher employment framework

The responsibility of employing teachers has been divided between the Provincial Education Boards, School Board of Governors for secondary schools and the Teaching Service Commission and the role of these groups in terms of responsibility is ambiguous.

According to the Teaching Service Act (1988) teachers are employed by the Teaching Services Commission of Papua New Guinea. Evidence from relevant documents (Provincial Education Acts, Organic Law on Provincial Governments and Local Level Governments, 1978) have suggested that the employment and control of teachers are transferred to the Department of Education and provinces by the Teaching Service Commission to carry out teaching and educational functions (see Figure 1). The main reason for the transfer of these functions is that the establishment of schools, creation of teaching positions and employment of teachers are the Provincial Governments responsibilities under a decentralised structure. Secondary school teachers' appointment is done by the school Board of Governors (BOG) as a way of devolving power at school level by the Provincial Education Boards. The aim is to increase BOG involvement and participation in decision making and being accountable to the decisions they make.

The Governing Councils of Colleges appoint lecturers and recommend to the Department of Education for endorsement. The endorsed list is send to Teaching Service Commission to approve for the formal employment of lecturers. The same procedure is followed for the employment of elementary, primary, secondary and vocational school teachers. The Provincial Governments creates teaching positions and recruit teachers. Each year it sends list of teachers recruited for Teaching Service Commission to formalise employment procedures.

Figure 4: Decentralised teacher employment framework for lecturers and teachers in PNG



Under the decentralised structure, there is lack of monitoring and coordinating of teacher employment activities to clearly establish the extent of teacher employment needs at the provincial level. Further, there is no clear indication of what role Provincial Education Boards and BOG would be in the overall management of teacher employment programs with the Teaching Service Commission.

Although provinces have reported significant improvement in teacher employment, there seems insufficient empirical evidence to reach any specific conclusion about the success of teacher employment activities at the provincial level (War, 1993). For example, some provinces have surplus of teachers while others are short of teachers. It is clear that decentralisation of the employment of teachers have worked for some provinces while others have struggled due to financial and human resource constraints.

#### 6.3.4 Teacher salary structure

The teacher salary structure is determined by the Teaching Service Commission and is applied to all teachers and lecturers serving in the national and provincial institutions. The teachers' salary structure is shown in Table 1. It shows the salary structure in grades and levels. Each institution type is identified by a grade number. Teachers serving in each institution type are paid on a different base salary level (see Table 1 for details). For example, elementary school teachers' base salary starts at TSO1, primary, vocational and high schools TSO2 and secondary school TSO3. The aim of paying teachers at different level by institution type is to compensate teachers' workload and level of teaching low to high grades.

Table 12: Teacher salary scales 2006

Grade	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6	Level 7
				<b>Mid Point</b>			
TSO11	33582	35093	36371	37613	38854	40133	41374



TSO10	29955	31052	32185	33283	34380	35513	36611
TSO9	26680	27659	28667	29644	30622	31631	32609
TSO8	23913	24790	25693	26571	27448	28350	29228
TSO7	21560	22352	23166	23956	24747	25561	26353
TSO6	18799	19489	20199	20887	21577	22287	22977
TSO5	16246	16842	17455	18051	18647	19260	19856
TSO4	14110	14627	15160	15677	16194	16727	17244
TSO3	12395	12849	13318	13772	14226	14694	15149
TSO2	10677	11068	11471	11863	12254	12658	13050
TSO1	9358	9701	10055	10398	10740	11094	11437

Source: Teaching Service Salary Determination 2006.

The base salary for new graduates for each institution type is shown in Table 2. New Graduates appointed on a specified base level position is accorded a substantive recognition to that institution base level salary and paid substantively. For example, new graduate teachers in elementary schools are paid K9358 annually or K358.77 per fortnight. It can be seen that the salary structure do not reflect the scope of teaching functions by institution type because there is not much differentiation in salary paid fortnightly. For example, the fortnightly pay between elementary and primary school teachers is K59.93 while the difference between secondary and national high schools is K77.94. Although secondary and national high schools perform similar roles and teach grades 11 and 12, the disparity in pay structure exists. This is because the national high school teachers are presumed to have more workload than secondary school teachers (TSC Determination 2, 1999).

**Table 13: Teacher salary structure by institution**

Institution Type	Base level	Salary per annum	Salary per fortnight	Annual Salary after 5 years	Fortnightly salary after 5 years
Elementary Schools	1	9358	358.77	11094	425.37
Primary Schools	2	10677	409.34	12658	485.30
Vocational Centres	2	10677	409.34	12658	485.30
High Schools	2	10677	409.34	12658	485.30
Secondary Schools	3	12395	475.21	14694	563.35
National High schools	4	14110	540.95	16727	641.29
College of distance Education	4	14110	540.95	16727	641.29
Technical Colleges	5	16246	622.85	19260	738.40
Teachers Colleges	5	16246	622.85	19260	738.40

Source: Teaching Service Salary Determination 2006.

The teachers' salary and leave fare make up more than

15% of the total PNG national budget. This represents 10% of the Gross National Income (GNI). Gross National Income is the value of all goods and services produced in Papua New Guinea during a given period (Commerce Department, Economic Bulletin, 2006). It is used to measure the country's economic performance in a single year. When divided by the population, the GNI provides one measure of the per capita of K1,200 which is the well being of the nation's people (Commerce Department, Economic Bulletin, 2006). This figure compared with teacher salary shows that teachers' welfare and well being may not be met satisfactorily. This may affect teacher performance in terms of

teaching and student learning because the teachers' salary is inadequate to meet the ever increasing prices of basic goods and services. This is despite the government spending half a billion kina on teachers salary and leave fare each year.

Table 14: Teacher salary by provinces

N0.	Provinces	Budget Appropriation		Total
		TSC- Salary Per Annum	Teachers L/Fare Per Annum	
1	Western	22,530,400.00	787,100.00	23,317,500.00
2	Gulf	9,866,100.00	787,100.00	10,653,200.00
3	Central	23,828,700.00	910,600.00	24,739,300.00
4	Milne Bay	22,835,300.00	865,600.00	23,700,900.00
5	Oro	10,765,400.00	715,700.00	11,481,100.00
6	S.H.P	30,702,100.00	835,400.00	31,537,500.00
7	Enga	20,362,000.00	794,400.00	21,156,400.00
8	W.H.P	29,037,700.00	831,400.00	29,869,100.00
9	Simbu	24,114,600.00	340,100.00	24,454,700.00
10	E.H.P	26,311,000.00	909,300.00	27,220,300.00
11	Morobe	46,784,000.00	878,900.00	47,662,900.00
12	Madang	23,211,200.00	692,900.00	23,904,100.00
13	E.S.P	22,300,000.00	865,600.00	23,165,600.00
14	Sandaun	18,842,600.00	865,600.00	19,708,200.00
15	Manus	8,066,700.00	457,000.00	8,523,700.00
16	N.I.P	14,769,100.00	777,400.00	15,546,500.00
17	E.N.B.P	31,106,600.00	859,500.00	31,966,100.00
18	W.N.B.P	20,114,300.00	865,600.00	20,979,900.00
19	Bougainville	24,665,000.00	790,500.00	25,455,500.00
	<b>Total</b>	<b>430,212,800.00</b>	<b>14,829,700.00</b>	<b>445,042,500.00</b>
	DOE Salary for NCD Teachers and lecturers Per Annum			
20	NDoE	3,036,600.00	83,000.00	3,119,600.00
21	NCD Primary			14,049,400.00
22	NCD Elementary			3,536,900.00
23	National High Schools			3,725,900.00

24	FODE			1,060,200.00
25	NCD Secondary			4,703,100.00
26	NCD Vocational			1,576,200.00
27	Special Education			873,300.00
28	Technical Colleges			7,462,700.00
29	Pre-service Technical Education			4,427,200.00
30	Teacher In-service			3,365,100.00
31	Elementary Teacher Training College			3,388,200.00
	Total	3,036,600.00	83,000.00	51,287,800.00
	<b>Grand Total</b>	<b>433,249,400.00</b>	<b>14,912,700.00</b>	<b>496,330,300.00</b>

Source: Department of Education Corporate Data 2006

## 6.4 Teacher-related and teacher education policies

### 6.4.1 Teacher Education Policy

The Human Resources Development Policy (2006) guides and directs the future development of teachers and public servants in PNG Department of Education. This policy establishes the broad framework for the training and development of teachers for both through pre-service and in-service programs. One of the main objectives of this policy is to provide training opportunities for all teaching staff and public servants in order to meet government and school needs (Human Resources Development Policy, 2006). The policy recognises that every individual has the ability and responsibility to learn which assumes will provide higher performance and productivity that may enhance quality teaching and learning. The focus of this policy is to provide students teachers and serving teachers the opportunity to assess training programs provided at the provincial and national levels. It expects each teacher to make lifelong commitment to their professional growth and development that will enhance their competencies and career prospects.

The policy proposes that the Department of Education, provincial division of education and schools may share responsibilities in terms of funding to assist teachers to enhance their capabilities they need to perform their teaching duties more effectively.

Further, the National Education Plan (NEP) (2005) is linked to support the resource planning in terms of funding for teacher education development programs. The NEP assumes that a sufficient number of appropriately trained and qualified teachers will be prepared for elementary, primary and secondary schooling in their respective teacher education institutions. The NEP estimates that an average of 150 graduate secondary teachers, 1200 primary graduate teachers and 1100 elementary graduate teachers are trained each year to cater for increasing demand for teachers in each sector of education. The government each year provides direct grants to teacher education institutions to train required number of appropriately trained teachers as well as establish required number of places for teacher trainers each year. It is assumed that the NEP teacher training and development project will be the base to which the Human Resources Development Policy will be implemented (Human Resources Development Policy, 2006).

Teacher education and development to meet the current demand for teachers is the major issue facing the country. Since the education reform started in 1991 teacher demand increased and the DOE opted to recruiting untrained teachers (untrained teachers refers to university graduates who had qualifications related to school subjects, for example, science gradates) to fill the gap (Maha et al, 2000). The regular supply of teachers from the University of Goroka and primary school teachers colleges were insufficient to meet increase enrolment because the Department of Education failed to plan for a timely supply of secondary and primary teachers to fill the teaching vacancies that would result from the phasing out of grades 7 and 8 from high schools to primary schools to cater for grade 11 and 12 and increasing enrolment in grades 7 to 8 (Maha, 2004). Another issue that the Department failed is to control the unplanned increases in the number of secondary and primary schools that lead to increase demand for teachers. The teacher shortages in various education sectors may continue to impede student access to educational services provided by the government.

#### 6.4.2 Teacher Assessment Policy

The Secretary for Education in PNG is responsible for the inspections, assessment and registration of teachers (Education Act, 1983). These functions are performed by the appointed school inspectors (elementary, primary, secondary, teachers colleges, vocational and technical colleges). The Inspections and Guidance Division of the Department of Education has an established teacher inspectorial system which provides to the Department professional assessment of teachers through inspection reports on behalf of the Secretary. Further, the responsibility of teacher assessment in Elementary, Primary and Secondary school levels is shared between the head teachers and inspectors (Secretary’s Instructions N0: 02/2006). The rationale to have head teachers assess teacher performance is to minimise school inspectors’ workloads and costs.

There are two types of inspection reports: (i) inspection reports and (ii) immediate inspection reports. The main purpose of inspection report is to enable teachers to gain eligibility status for promotion or to maintain existing tenure teaching positions. The inspections reports are also done for full teachers registration on provisional registration, assessing performance of Teaching Service Commission members and follow up reports on any teachers whose performance was rated unsatisfactory the previous years (Secretary’s Instructions N0: 03/2006). Inspectors make at least one advisory visit prior to carrying out inspection and one proper inspection at the request of the teachers. The reports are compiled and taken to the National Rating Conference to award teachers their eligibility for promotion. Inspectors and head teachers use standardised assessment format to assess teacher performance in the classroom (see Table 4).

Another personal report is completed by the school inspectors referred to as Performance Based Duty Statement (PBDS). This report is used to increase salary of teachers at different levels of salary scale each year. These reports are then send to the Department of Education to process pays. This incentive is provided to teachers to improve teacher performance as well as improve student learning (Secretary’s Instructions N0: 02/2006).

Table 15: components of teacher inspection reports

<b>Sections of inspection report</b>	<b>Outcomes</b>
Introduction	<ul style="list-style-type: none"> <li>◆ Personal details</li> <li>◆ Teaching qualifications</li> <li>◆ Experience</li> <li>◆ Reason for report</li> </ul>
Preparation and Planning	<ul style="list-style-type: none"> <li>◆ Detailed program/lesson preparation</li> <li>◆ Basic teaching aids/materials</li> <li>◆ Relevant teaching resources</li> </ul>

Administration routines	<ul style="list-style-type: none"> <li>◆ Students record cards completed</li> <li>◆ Roll book</li> <li>◆ Students assessment records</li> <li>◆ Filing systems</li> <li>◆ Punctuality</li> </ul>
Teaching effectiveness	<ul style="list-style-type: none"> <li>◆ Outcomes clearly stated</li> <li>◆ Clearly subject content knowledge</li> <li>◆ Positive interaction with students</li> <li>◆ Effective use of resources</li> <li>◆ Application of skills</li> </ul>
Student learning effectiveness	<ul style="list-style-type: none"> <li>◆ Activate participation/response/interaction</li> <li>◆ Outcomes achieved</li> <li>◆ Interpretation</li> <li>◆ Student workbooks/arts/produce</li> </ul>
Professional development	<ul style="list-style-type: none"> <li>◆ Positive reaction to advice</li> <li>◆ Self evaluation active involvement in service</li> <li>◆ Code of ethics observed</li> <li>◆ Use of initiative</li> </ul>
Relationships	<ul style="list-style-type: none"> <li>◆ Positive/professional relationships</li> <li>◆ Gender conscious</li> </ul>
Extra curricula	<ul style="list-style-type: none"> <li>◆ Records of own achievement</li> <li>◆ Supervision and involvement</li> <li>◆ Awareness of HIV/Drugs</li> </ul>
School duties	<ul style="list-style-type: none"> <li>◆ Delegated duties</li> <li>◆ School cleanliness</li> <li>◆ High standard displayed</li> <li>◆ High staff morale</li> <li>◆ Respect for community and culture</li> </ul>
Summary	<ul style="list-style-type: none"> <li>◆ The essence of the report</li> <li>◆ Recommendations o head teacher</li> </ul>

Source: Department of Education teacher Inspection Report format 2003

*Immediate inspection report* is carried out on teachers' disciplinary cases where quick action is needed. This inspection is also carried out on expatriate teachers for contract extension. These types of reports are requested by the Secretary for the Department of Education who would require an inspection report by a certain date to make urgent decisions.

Teacher inspection and assessment programs are facing challenges. It was suggested that many teachers who were eligible for inspections in the last couple years were denied promotion (Yoke, 2006). Further, teachers were also denied access to proper inspection reports to complete their PBDS forms to increase their salary levels (Yoke, 2006). This is because many of these teachers were serving in the rural areas and inspectors were unable to get to them as a result of transport and logistic problems. These challenges may impede the quality of teaching and learning in the classrooms.

## 6.5 Teacher education programs

### 6.5.1 Authority to teacher education training programs

The authority to prescribe teacher education programs and set national standard is vested in the Minister for Education. His/her role includes determining curriculum content and types of courses to be offered relevant to the goal of the government development goals. The objectives of teacher education programs are defined by the national Education Act, education goals and mission statements. Teachers colleges through out the country are required to comply with nationally

prescribed standards by the government. All teachers in PNG are trained within the country using the curriculum approved by the government.

Students who wish to become teachers in various sectors of education can enroll in courses offered by primary school teachers and universities.

### **6.5.2 Teacher education training program policies**

Teacher education programs are guided by two important training policies: Human Resources Development Policy (2006) and National Teachers In-service Plan (2006). The Human Resources Development Policy (2006) establishes the broad framework for the management of education, training and development of its human resources to support the goals of the PNG National Education System. The policy assumes that the Department of Education will set human resources development priorities both in terms of programs, activities and staff access and determine process whereby the policy will be implemented.

The policy covers pre-service, in-service and staff development activities both for teaching and public service employees of the Department of Education and the Provincial Division of Education. The policy is based on number of assumptions. First, it assumes that the department would provide all education training and development opportunities for all staff on planned basis related to performance management in order to meet government, school and individual needs. Second, the policy presumes that the training will raise officers' motivation, improve performance and productivity and contribute to individual's career development and self fulfilment. This may also involve encouraging expatriate officers to develop detail training programs for their officers so that after they leave local officers can take over the position with ease. Last, these training programs would be made available to all officers regardless of their gender, physical disabilities, race, culture, gender and locations. This would entail equal distribution of training programs without being prejudiced on appointments of training at the national and provincial levels.

The policy implementation is experiencing some problems since its implementation. One issue has been the problem of delivering training programs to teachers serving in the rural and remote areas. This may be due to isolation where communication and transportation is difficult. Another issue has involved the less enrolment of pre-service students each year at the teacher training institutions to meet increasing demand for teachers in elementary, primary and secondary schools. To address this issue the Department of Education has introduced multi-grade teaching which failed to deal with the ever increasing number of teachers needed at each sector of education. This may have prevented many students from accessing educational services provided by the government.

The National Teachers In-service Plan (2006) provides the direction for serving teachers training on the reform curriculum. The aim is to provide overall direction to the management of in-service training and development to all school based personnel's and those whose role is to support them regarding the content and process to be adopted in the curriculum reform. The plan also provides guidance and direction to the Primary Teachers Colleges and other teacher education providers on the reform curriculum content and processes. This involves the training of pre-service teachers on the reform curriculum syllabuses and associated teacher guides for basic education using an outcome based approach to teaching.

The plan has been developed to adopt a sound change management process which could assist teachers to make the transition to the new curriculum programs. The reform curriculum reforms have been predicted on teachers using 'outcome based approach' to teaching. These require teachers to adopt

student centred teaching pedagogy, clearly articulated criterion referenced standards and explicitly stated learning outcomes (National Teachers In-service Plan, 2006). This represents a major shift in PNG schools from what have traditionally been teacher centred, norm referenced and objectives based instructions.

Changing the current teacher dominated instruction in PNG classrooms is the most single critical challenge to those curriculum reforms. This is because outcome based curriculum and approaches to planning, programming, assessing and reporting are different from what teachers have been used to. It has been suggested that all serving teachers and pre-service primary and secondary school teachers would be trained to plan, program, assess and report using the new syllabuses and teachers guides appropriate to outcome based curriculum (National Teachers In-service Plan, 2006). Using the provincial training facilities and teacher education institutions all teachers could have access to in-service and pre-service training programs by year 2010.

### **6.5.3 Teacher Registration Standards and Procedures**

The Secretary for Education in PNG is responsible for determining the qualifications and standards required for registration or provisional registration of teachers to teach in all schools throughout the country (Education Act, 1983). Before, a teacher is registered as a teacher; the Secretary for Education carries out an assessment and inspection of the teachers. The main purpose of this assessment is to establish whether a person has the qualifications and attains the standard required for registration or provisional registration as a teacher. These roles and functions are carried out by the School Inspectors based in the provinces. The Secretary for Education may cancel a person who is registered or provisionally registered as a teacher if a person: is not a fit and proper person to be a teacher; has been dismissed by Teaching Service Commission, is grossly incompetent in his/her performance as a teacher, has been found guilty of improper or disgraceful conduct and is suffering from mental and physically illness such that he/she is unable to carry his/her duties as a teacher (Education Act, 1983).

The goals and objectives of teacher colleges are aligned with these national standards. The registration of teachers follows this procedure. Each teacher education college teach students the curriculum determined by the Minister for Education. The teacher education institutions award qualifications relevant to that education sector. For example, Primary and vocational teachers colleges award Diplomas, and while universities offer degrees for secondary school teacher (see Table 11).

## **6.6 Teacher education curriculum**

This section details curriculum policy, curriculum documents, and student feedback information and assessment policies.

### **6.6.1 Curriculum policy**

The process of determining the national curriculum content for all sectors of education is the responsibility of the Department of Education (Education Act, 1983). To support this determination, the department has developed a National Curriculum Statement (2002) to guide the designing and development of the curriculum that could be used in the in-service and pre-service teacher training and development programs. The teacher education curriculum and training procedure is shown in Figure 1.

**PNG Department of Education  
PNG Reform Curriculum  
“Outcome Based Curriculum”**

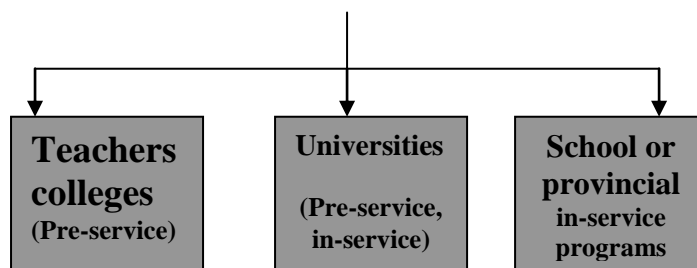


Figure 2: In-service and pre-service teacher development program

The National Curriculum Statement (2002) aspires to standardise the curriculum for the country which is assumed to establish direct relationship to government policies, plans and programs (National Curriculum Statement, 2002, p. 1). Student teachers are presumed to be trained following the National Curriculum Principles which describes the significance of cultural, social and educational values and believes such as bilingual education, citizenship, law and order and life long learning. It has been suggested that such principles are contained in subject syllabuses and may be taught to student teachers that may influence student learning that could be applied through out their lifetime (National Curriculum Statement, 2002). The aim is to develop the curriculum that is related to the government development programs such as Long and Mid Term Development Strategies that could be taught to both pre-service and in-service teachers that could guide the country’s children learning. It has been suggested that the strategies may influence teacher behaviour that could influence student development (National Curriculum Statement, 2002). It has been suggested that the curriculum may prepare pre-service and in-service students that will enable them to prepare the vast majority of students who may return to their villages where there is always community based employment (National Education Plan, 2005). The teacher education curriculum encourages the development of each child that will reflect the country’s significant cultural values and core educational values such as life long learning that is usable and applicable to the community needs (Education Sector Review, 1991, Philosophy of Education, 1984). However, the nature of such teacher education curriculum may depend on the resources such as funding made available on timely basis by the government. Since teacher education curriculum includes lifelong learning that could shape and influence their future students’ behaviours, it is important to assess the impact of those acquired skills on student teachers and well as serving teachers.

### 6.6.2 Outcome Based Curriculum

Under the curriculum reform program Papua New Guinea has adopted the ‘Outcome Based Curriculum’ (OBC) for all sectors of education. It is assumed that the outcome based curriculum identifies the knowledge, skills, attitudes and values that all students should achieve or demonstrate for each grade of teaching from Elementary to Grade 12 in all subjects (Curriculum Statement, 2002). Each subject syllabus identifies a set of outcomes (see Table 5) that students are expected to achieve at each grade. Each outcome is accompanied by a list of indicators that identify examples of knowledge, skills, attitudes and values that students will need to demonstrate in order to achieve the learning outcome. Student teachers and serving teachers are expected to use the outcomes and indicators to write learning objectives when planning programmes and lessons.

Table 5: Course outline of primary school environmental studies

Subject: Environmental studies
<i>Strand</i> Identify different species of plants and animals in the environment
<i>Outcomes</i> ◆ Identify natural and build changes and their impact on the environment ◆ Identify and describe links between living and non living things in the environment



<p><i>Strand</i> Identify useful resources in the environment and describe ways to use them wisely</p> <p><i>Sub-stands</i> ◆ Identify types and sources of wastes and their impacts on the environment</p>
<p><i>Strand</i> Describe features of plants and animals that live in the environment</p> <p><i>Sub-stands</i> ◆ Explain how living things interact with the environment to meet basic needs ◆ Describe the impact of changes to the environment and identify solutions to potentially harmful changes</p>
<p><i>Strand</i> Describe effects of mismanaging land, sea, water and air resources and apply ways to are for them</p> <p><i>Outcomes</i> ◆ Investigate the consequences of wastes and apply ways to minimise environmental changes ◆ Investigate and apply ways of using , protecting and conserving certain plants and animals ◆ Investigate consequences of major changes and make informed decisions to conserve the environment ◆ Investigate the relations between and non living things</p>
<p><i>Strand</i> Design and apply good practices to sustain the environment</p> <p><i>Sub-stands</i> <i>Outcomes</i> ◆ Develop and implement action plans to manage waste production and disposal</p>

Source: Lower Primary School Environmental Studies

The learning outcomes are *student centred* and written in terms that enable them to be in charge of their own learning. It assumes that teachers are able to teach and students are able learn more effectively when the outcomes of learning are made explicit and are shared. That is, this approach to schooling recognises the importance of students jointly agreeing with their teachers to have some control over their own learning. For example, teachers teach broad topics areas which help students to create their own knowledge by using library books, internets, group work and teacher programmed activities as learning resources. The aim is to give teachers the flexibility to devise programs and units of work that meet the differing needs of students at all levels of schooling in a broad range of settings in Papua New Guinea (Curriculum Statement, 2002).

The introduction of Outcome Based Curriculum in PNG has met opposition from the public. The public has raised concerns that Outcome Based Curriculum replaces the teaching of the syllabuses objectives (i.e. facts and skills that students are supposed to learn) with the facilitation and observation approach whereby teachers give broad topics areas and help students to create their own learning using library resources which is lacking or non existent in the schools (Bako, 2005; Hayes, 2007). As a result members of the community may have assumed that the outcome based curriculum is irrelevant to PNG context because giving students unnecessary power to decide and create their own knowledge may contravene cultural norms and values of collective and shared learning which is well established in PNG societies (Andrew, 2007, Hayes, 2007). Others have observed that Outcome Based Curriculum was forced on to PNG under the AusAID, Curriculum Reform Implementation Program (CRIP) without proper research being carried out to assess on what was wrong with the previous objective based curriculum (Andrew, 2007; Fae, 2007). Furthermore, there are conflicting views about teacher capacity and teaching workload which is seen to be overburdening teachers (Hayes, 2007). These perceptions reflect the public misunderstanding the purpose of outcome based curriculum and its benefits and may impede its implementation at the school and community levels.

### 6.6.3 Stakeholders in the development of curriculum

Key stakeholders at the national, local and donor partners have been identified with explicit responsibility of developing the curriculum. At the national level, the Curriculum Development and Assessment Division (CDAD), Board of Studies, Subject Advisory Committee, Teacher Education Staff, inspectors and teachers are responsible for developing the curriculum (National Curriculum Statement, 2002). They play significant role in overseeing the development of the curriculum for all education sectors, review the curriculum developed and recommend it for the Secretary for Education

for approval, provide advice on matters affecting the curriculum, coordinate the implementation in the teacher education institutions and schools. The aim is to systematically assess the curriculum contents so that it reflects Papua New Guinea community development aspirations.

Conversely, one important group that is not represented at the national level is the parents. Evidence from relevant studies (Bako, 2005; Bartunek, 2003) has suggested that parental participation in the development of the curriculum is crucial because they will be important to integrating students back into their communities. However, some studies have suggested that parental lack of participation in curriculum development has made parents to develop peculiar beliefs about curriculum taught in the country (Bartunek, 2003). Evidence from relevant studies (Agigo, 1999; Bartunek, 2003; Carrier, 1984) have revealed that parents regard education as the only way to access material wealth, goods and services. Other studies (Carrier, 1984; Sinade, 1984, Swatridge, 1985) have revealed that parents perceived their children schooling as a ‘cargo cult’, and ‘as an investment and potential commodity’ that could yield profit after they leave school and employed. It has been argued that this has created mismatch between the goal of the education and the parental expectations about the curriculum (Agigo, 1999). The goal of the curriculum is to equip Papua New Guineans with appropriate skills and knowledge to develop their communities using the abundance of resources within their environment (National Curriculum Statement, 2002) while the goal of the parents for their children is to get a job in the private or public sector (Agigo, 1999). Consequently, this may have hindered the parents’ proper understanding of the curriculum purpose and its intention for the country’s development.

Another group that play crucial roles at the local level is the community. This group engages in designing, planning and developing elementary school curriculum based on local cultures, events and customs (National Curriculum Statement, 2002). The community selects the local vernacular as the language of instruction for the elementary schools. However, the public have expressed concerns that students who are coming from elementary schools are unable to read and write in English (Andrew, 2006; Bako, 2005). Others have observed that quality of teaching and learning in the elementary schools continues to be problematic (Bako, 2005, Bopi, 2004). Poor teaching is often blamed on teacher lack of training and teaching materials (Bopi, 2004). With the absence of Curriculum Development and Assessment Division and relevant teacher education institutions intervention to help and support elementary pre-service and in-service to design stories relevant to local vernacular needs may continue to hinder community participation at the elementary school level.

#### **6.6.4 Assessment Policy**

In order to guide the assessment and reporting of student academic achievement from Elementary to Grade 12, the Department of Education in Papua New Guinea has developed a ‘National Assessment and Reporting Policy (2003)’. Assessment refers to on going process of identifying, gathering and interpreting information about students’ academic achievement of the learning outcomes set out in the syllabuses. Reporting constitutes teachers and school administration communicating to students, parents and guardians the information gained from assessing students academic achievements (National Assessment and Reporting Policy, 2003).

#### **6.6.5 Assessment**

Under the current curriculum reform program two main assessment methods are used: criterion-referenced and norm-referenced. Criterion-referenced assessment is carried out in all sectors of schooling as internal school assessment programs that provide evidence on students’ mastery and acquisition of knowledge, skills, attitudes and behaviours on both academic and practical oriented subjects. School senior management teams are required to plan a series of assessment activities to continuously track each student performance quarterly terms and yearly (National Assessment and Reporting Policy, 2003). At the school level student assessment is primarily undertaken by individual

teachers to gather proof of student learning and achievement through formal and informal assessment. The intention is to monitor student performance that could be used by teachers to improve teaching and learning at the school level.

The norm-referenced assessment (external assessment) is carried out on Grades 8, 10 and 12 students annually. Students at this level sat for national examinations that provide evidence to measure quality of teaching and learning throughout the country. The main purpose of this assessment method is to monitor and track student academic achievement and teacher performance at the national level that may influence resource and funding allocation to help provinces who have performed below the national pass mark. The national pass mark for each subject is 50 percent. For example, a mathematics subject has 50 test items; the national pass mark in this subject would be 25. The Measurement Services Unit (MSU) within the Department of Education plans the national examinations schedules, set tests, collates data and analyse national examination results by schools, provinces and regions.

The national and provincial education authorities may use the assessment information to improve teaching and learning at the school, provincial and levels. The assessment information may be used to establish trends in students' academic achievement at the local, provincial and national levels. It is assumed that the assessment records may be used to help students' progression to higher levels of education and training (National Assessment and Reporting Policy, 2003). However, there is lack of monitoring and evaluation programs of provincial and national assessment programs at the school, provincial and national levels. This may impede the National Assessment and Reporting Policy (2003) implementation progress.

#### **6.6.6 Reporting-Student Feedback on Assessment**

Reporting student academic performance to parents and guardians is one of the National Assessment and Reporting Policy (2003) requirements. Reporting of student assessment is done at two levels: Provincial and national levels. At the provincial level, schools are responsible for providing students' achievement to parents and guardians. It may be suggested that student assessment reports may help parents and guardians to develop their clear understanding of student academic achievement so that they could provide encouragement and support. Students are also informed of their academic progress so that they can improve in their academic performance as well as their overall attitude towards learning. The aim is for individual learners to learn from their pasts and improve their standards of achievement. Teachers may need the students' assessment results to improve in their teaching performance to cater for problems identified in students' academic performance. The assessment reports may guide students and teachers about student strengths, weaknesses and abilities. Providing students performance feedback to teachers is most likely to support improve teacher pedagogical skills, knowledge and experiences at each level of schooling.

At the national level, the Measurement Services Unit (MSU) is responsible for managing and implementing national examination system for Grades 8, 10 and 12. One responsibility is to develop support materials to ensure that examination and certification requirements are met. Another responsibility is to establish close working relationships with the curriculum officers, provincial officers and Syllabuses Advisory Committee. This is to make sure that national examination set are within the policies that governs the national examination systems in the country. Further, the MSU responsibility is to grade and award national certificates to Grades 8, 10 and 12 students annually following the guidelines set by the Board of Studies (BOS). In addition, another role is to maintain students' records at the national level. The aim is to ensure that achieves of national examinations records are kept to track students academic performances and assess issues of quality over time.

The reporting component of national assessment system has met many issues. Provinces have complaint that the National Department of Education is not doing enough to distribute provincial student assessment results on timely basis for them to include it in their provincial education planning programs (Chalk, 2001). Furthermore, the public has raised concerns that there is lack of transparency and accountability in publishing and reporting the national examination results for public consumption and critique (Paul, 2002). This perception reveals that the public is interested to have access to national examination results for public scrutiny that may improve and maintain high standard of teaching and learning in the schools. These concerns may continue to undermine public support for school funding and operation.

## **6.7 Resources for teachers**

### **6.7.1 Teaching Materials and Equipment Supplies**

Procurement, distribution and storage of teaching materials and equipment in PNG are regulated by the “National Policy for the Procurement, Distribution and Storage of Curriculum Materials” (2003). This policy clarifies, regulates and standardises and practices in the distribution of teaching materials and equipment supplies in PNG. Curriculum procurement and distribution are among the most important functions of the Department of Education because failure to supply relevant teaching materials may have significant adverse impact on students learning and teachers teaching throughout PNG.

The Department of Education through the Superintendent Curriculum Unit, list and procure approved curriculum materials for distribution. This list is referred as National List of Approved Curriculum Materials which is developed in consultation with the Board of Studies, Subject Advisory Committees, and Provincial Education Advisors, head teachers, teachers and church education agencies. The National list is used for the procurement of curriculum materials for schools. This is also used to identify curriculum materials which have become outdated and should no longer be used (National Policy on Procurement, 2003). The full cost of procurement, distribution and storage of curriculum materials are fully bond the Department of Education.

All curriculum materials procured and distributed to schools by the Department of Education are expected to have a life span of at least five years. Every five years in consultation with provinces and schools DOE reviews the relevancy of the curriculum materials on a five yearly cycle and advises the provinces and schools which curriculum materials are relevant and current for use in the schools.

At the school level head teachers and teachers are required to keep an inventory that ensures all curriculum materials last as long as possible.

### **6.7.2 Projects for teachers and teacher education**

The Medium Term Development Strategy and National Education Plan set the perimeters for teachers and teacher education projects. Donor partners play the important role supporting teachers and teacher education projects. Currently priorities include: planning, management, leadership, research, teacher professional development curriculum audit and review, Curriculum Standards Monitoring Tests, Outcome Based Curriculum, school counseling and guidance, finance and management, Information Communication Technology (ICT), teacher training, teacher administration and management

(deployment, positions, salary). These projects are funded by Education Capacity Building Program (ECBP) – AusAid.

Another teacher project are school infrastructure development, teachers housing programs, training of women groups, financial management, school governance and school leadership training, teaching through television, radio, media production, teacher education professional development program through television. These activities targets primary and elementary schools and teachers colleges throughout the country. These activities are funded by Basic Education Development Program (BEDP)-AusAid and Japan International Corporation Agency (JICA).

Continuous production of school reading materials, capacity building in project monitoring and evaluation, provincial and district education planning are major DoE activities. New Zealand aid support this program through funding and officers development programs relevant to the projects.

## **6.8 The teacher graduate (status, quality, deployment etc)**

No data is available at the headquarter on teacher Professional Association Membership Records, Job Review Reports by the teachers employer -TSC and Survey on Teacher Competencies

## **6.9 Summaries: Key issues for teachers and teacher education**

1. The roles of teacher recruitment and employment are ambiguous because the Teaching Service Commission does not fully perform its functions to serve its members effectively. With the absence of Teaching Service Commission in performing key duties such as teacher recruitment, deployment and pay is unclear and weak.
2. Policies that govern teacher's practices and teacher education do not seem to reflect the scope of teaching roles and functions. Therefore this review has suggested that teachers have met many issues and challenges implementing those teaching roles effectively. For example, provincial government's unofficially increasing class sizes and may have negative effects on teaching and learning.
3. DOE has programs to increase teacher ceilings to meet teacher demand. Despite these issues there are acute shortages of teachers through the country. DoE has opted to recruit untrained teachers to solve teachers' shortage problems. However, this was a short term solution; many students especially in the rural and remotest part of PNG do not have access to educational services provided by the government.
4. The current plan is to assess as many teachers inspected and assessed as much as possible for their eligibility for promotion and pay adjustment. Evidence provided in this review suggested that denying teachers to have access to these programs may hinder quality of teaching.
5. DOE has relevant policies to guide the procurement and distribution of teaching materials and equipment to schools throughout the country. Data presented in the review suggested that there are acute shortages of teaching materials in the schools throughout the country. It has been suggested that this may be the impeding factor in the fall of education standard in some provinces.
6. New Graduate teachers graduate with diploma and degrees from various teacher education institutions in the country. However, tracking the performance of these teachers at various locations to establish the impact of teacher education program and establish quality teacher education program in the country is weak.

7. School management and leadership are important to teaching and learning at the school level. They are the link between the provincial education office and the school. Relevant studies in PNG have suggested there is a need to systematically investigate the role and leadership behaviours of principals in the implementation of education reform programs at the school level.
8. Teacher attrition is another issue. Each year 70-100 teachers leave teaching force. Retaining young teachers seems to be problematic. There is no study done in the country to establish factors that force teachers to leave teaching.
9. PNG has introduced all 875 languages as the language of instructions in the elementary schools. This remains the key issue in providing quality teaching and increasing quality learning. Evidence provided in the review suggested that there is a need to review the language policy.

### **6.10 Proposed issues/ areas for further scrutiny/research/discussion**

Teacher education policies, legislations, employment framework, teacher education curriculum and teacher education programs enhance teacher capabilities that may influence quality teaching and learning. The importance of understanding the relationships between those teacher programs with teacher actual practice is significant because to influence students learning, appropriate teacher needs to be enhanced and satisfied. However, it may be suggested that if those teachers needs (training, pay etc) are not met appropriately teachers may have trouble performing their roles and functions efficiently. These may impede proper delivery of teaching programs and cause unnecessary problems in students' learning. These challenges facing teachers need to be investigated so that appropriate strategies can be devised to solve those challenges. There are clearly problems associated with teacher programs in PNG, and there is a need for systematic investigation. While it is recognised that such an investigation would be appropriate at a number of levels, it is argued that an appropriate place to commence such an investigation is at the school level and from the perspective of teachers.

### **Conclusions**

This desk study first reviewed the context of education system and teacher programs in PNG. The review suggested that educational reform in PNG is posing challenges for teachers and suggested that there is a need for a systematic investigation at the school level from the perspectives of teachers. Second, teacher education policies were reviewed. The review examined the roles and functions of those policies that guides and directs the future development of teachers in the country and suggested that each teacher can make a life long commitment to their professional development that may enhance their competencies and career prospects. The review suggested that teacher education and development program in the country was facing issues and suggested that the issues may impede student access to quality teaching and learning. Third, the relevance of teacher legislations and employment framework was investigated. The review identified two important legislations that guide teacher employment, registration and teacher roles and functions. The review suggested that the two legislations roles and functions were ambiguous and do not reflect the scope of teaching functions and practices. Fourth, the teacher salary structure was reviewed. This review suggested that although teachers were paid at different salary scales at various sector of education and there was not much differentiation in the pay structure. This review identified that teachers were having problems with their pay needs and suggested that teachers' welfare and well being may not be met satisfactorily. Fifth, teacher education curriculum was reviewed. This review suggested that the new reform curriculum have important implications for training pre-service and in-service teachers achieving teaching outcomes and that further research was needed. Last, teacher education program was

reviewed. The review identified key issues that challenged teacher education programs and suggested systematic investigation at the national, provincial and school levels.

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# 7. TEACHERS AND TEACHER EDUCATION IN THE REPUBLIC OF THE MARSHALL ISLANDS

Sereana Tagivakatini

## 7.1 Country background

### 7.1.1 Geographical, historical, political and economic background

The Marshall Islands are located 2100 miles southwest of Hawaii, spread over 750,000 miles in the west central Pacific Ocean in northeast Micronesia. RMI consists of 29 low-lying coral atolls and five individual islands with a total land mass of 74 square miles. The capital and administrative centre of RMI is on Majuro. A majority of the islands' land mass is at sea level, thus at the risk of submerging during sea level rise.

The population of RMI was 50,840 (1999 census) with a population growth rate of 1.5%. Two-thirds of the nation's population lives on Majuro and Ebeye, with high population densities of 3,200 persons/square mile and 66,750 per square mile, respectively. The outer islands are sparsely populated due to lack of employment opportunities and economic development. Life on the outer atolls is generally still fairly traditional. Approximately 95% of the population are indigenous Marshall Islanders with a 90% literacy rate in the Marshallese language.

RMI has a youthful population, with the median age at 17.8 years, and 55% of the population below 15 years (1999 census). Many social indicators reflect the state of RMI's young people rather than the population as a whole, such as teen pregnancy, gang violence, school drop-outs, alcohol abuse and unemployment (EFA National Plan 2002-05). Of the 29 inhabited atolls, only four have a constant supply of electricity.

RMI has had a long colonial history of occupation by different powers, beginning with Spain in 1686, Germany in 1885 and Japan from World War until defeat by the US Forces in 1945. US then administered RMI as a trust territory until 1979 when the Government of the Marshall Islands was officially established and the country became self-governing in 1979. In 1986, the Compact of Free Association with the United States entered into force, granting the RMI its sovereignty, although the trusteeship status did not formally end until 1990. The Compact provided for aid and U.S. defense of the islands in exchange for continued U.S. military use of one of RMI's atolls, Kwajalein. Compact agreements also allow Marshallese open migration status for the US, access to US court system, eligibility for US federal grants, loans, scholarships, and when living in the US, access to US welfare system.

The government of the Marshall Islands operates under a mixed parliamentary-presidential system. Elections are held every four years for citizens. Each of the 24 atoll constituencies elects one or more representatives (senators) to the lower house of RMI's bicameral legislature the Nitijela. The upper house of Parliament, called the Council of Iroij, is an advisory body comprising twelve tribal chiefs.

The economy of the Marshall Islands is primarily dependent on US government assistance through the Compact arrangement. There is some small scale agricultural production and industry including handicrafts, fish processing and copra. Tourism is still in its infancy.

Major problems faced in RMI include lack of health and education support for children, lack of infrastructure and services (electricity and water), isolation of outer islands, lack of income-generating activities, lack of skills training for youth and overcrowding in urban centres (EFA National Plan

2002-05). The unemployment rate stood at 30,9% in 2002. For younger Marshallese (15-19 y), the unemployment rate was 55% (ibid).

### **7.1.2 Education system**

Traditional Marshallese education was one of apprenticeship by youths to preserve essential skills and cultural knowledge in the communities. In 1857, the Boston Missionary Society arrived to establish church schools on 22 atolls. The missionary schools continued to exist through German and Japanese occupations of the islands until the late 1930s. Education in RMI immediately after 1945 did not receive funding from US which was then occupying the islands. It was however a time of local community support for education and many primary schools taught by Marshallese in the Marshallese language flourished.

From 1962, the injection of US federal funds into the education system brought about significant changes for RMI. Firstly, local ownership of schools was replaced by government ownership. Secondly, the purchase of English texts for schools and the influx of American teachers marked a shift from the use of local languages in schools into English. Thirdly, the major input into construction of school buildings, the provision of teacher training funds, school resources and the continual addition of grades to schools expanded the education system and increased access to schooling. The first graduation from high school was in 1965.

The education system in the RMI consists of 8 years of primary education and 4 years of secondary education. There are also centres for kindergarten classes provided by the Head Start program.

#### Ministry of Education

The Ministry of Education is organized into divisions, namely Policy and Planning, Early Childhood and Elementary, Secondary and Vocational Education, Property Management, and Administrations and Logistics.

The MoE has a Planning and Policy Framework within its structure. The 5 key outcomes for 2004/05 were to:

- i. Increase number of ECE enrolments
- ii. Establish quality primary education as the national standard for all citizens
- iii. Promote school attendance between 5-14 y
- iv. Provide access to quality secondary education
- v. Establish a quality teacher qualifications program

The MoE is sourced mainly from the Compact grant and Federal funds. Chutaro and Heine (2003:p.21) report that the US provided 81% of educational aid to RMI, followed by 8% by ADB, 7 % by Taiwan and 4% by others.

EFA priorities for the RMI in order of priority from 1-6 is 1) Quality 2) ECE 3) Life Skills 4) Access 5) Adult Literacy 6) Gender (Lameta, 2005, p.15).

#### Schools

Basic education is mandated from ages 6-15 but inadequate resources and infrastructure in the RMI restrict access for all children. RMI schools are classified into public (government) and private schools for primary and secondary levels. In 2005, there were 111 schools altogether. Of these, 81 were public schools (73%) and 30 private schools (27%) with 1,148 teachers serving in them. For 2005, Table 1 gives the number of schools at each level and the student:teacher ratio in 2005. Most

outer island school have multi-grade classes due to availability of only 1 or 2 classrooms and the small number of teachers.

**Table 16: Type/Number of schools by student:teacher ratio**

School Type	Level	Schools	Student:Teacher ratio
<b>Public</b>	Primary	75	14.1
	Secondary	5	19.6
<b>Private</b>	Primary	25	14.7
	Secondary	13	13.9

Source: Ministry of Education 2005 Report

Primary schools are widely distributed over the atolls (with 20% on Majuro, 6% on Ebeye and 74% on all other atolls. However, 50% of the 18 secondary schools are located on Majuro, 30% on Ebeye and 20% on the other islands.

The student:teacher ratio for schools, both primary and secondary on Majuro and Ebeye average 20:1 whereas for outer schools, it is half the student numbers.

Dropout rates from schools are reported to be over 20% from primary schools and close to 40% from secondary schools over the 2004/2005 period.

**Table 17: Gross enrolment ratios for primary and secondary schools: 2000-2004**

Year	Primary Schools	Secondary Schools	Total
2000-01	102.0	50.3	84.7
2001-02	98.8	48.3	81.2
2002-03	101.6	51.9	84.0
2003-04	91.8	43.8	73.2
2004-05	92.6	45.5	74.3

Calculations based on the population as per 1999 census.

Source: Ministry of Education 2005 Report

### Tertiary education

Tertiary education in the Marshall Islands is provided by CMI and the University of the South Pacific through its local Centre. Centre. CMI offers Associates of Arts and Science degrees, Liberal Arts, Education and Nursing plus adult education and vocational oriented programmes. CMI enrolled 644 students in the spring semester of 2003 (376 or 58% males, 268 or 42% females). Of these, 416 were undertaking credit-level courses while 227 were enrolled for remedial English and Mathematics courses in the developmental program. The USP Centre provides some vocational and foundation programs in addition to diploma and degree programs. In 2003, the USP –RMI Project enrolled 72 students, while the US P Centre enrolled 53 students.

## **7.2 Teachers and teacher education**

1. For the period 2004/05, there were 705 primary teachers and 226 secondary teachers. Of the primary teachers, around 52% serve in the outer islands.

2. The average number of primary students taught per teacher were 18 for Majuro schools, 21 for Ebeye schools and 11 for outer islands. For secondary schools, the numbers were 19, 27 and 11 respectively.
3. The teaching qualification of RMI teachers is often raised as an issue in educational reports. Chutaro and Heine (2003: p.15) report that teachers who have high school diplomas as their highest qualification stood at 55%; 41% had associate degrees and 4% with bachelors degrees. At the primary level, less than 40% of all teachers have a 2-year associate degree qualification or higher.
4. The minimum requirement for teacher certification is an associate degrees; hence more than half of RMI teachers do not meet the minimum MoE requirement to teach.
5. Temporary and provisional teaching licenses may be provided for teachers who do not qualify under MoE's criteria.
6. The shortfall in quality of teaching staff is addressed through Japanese Overseas Cooperation Volunteers and other volunteer programs.
7. Most recent graduates used in Volunteer teacher schemes to backfill for teachers do not themselves qualify to teach or be certified in their own countries.
8. The CMI, University of Guam, Brigham Young University and Park College offer extension courses for teachers which can be accessed by teachers over the 3-month summer holidays.

### **7.3 Legislation and employment frameworks**

1. The MoE was established in 1981 under the RMI constitutional government, to provide education and other services to its citizens as mandated in the RMI Constitution, Article II, Section 17.
2. The RMI Parliament also promulgated the Government's Public Law 1991-125 (1991), to declare and recognize people's rights to education and the government's responsibilities to provide it and to set directions and standards for how it should be carried out.
3. The Education Act, 1991 provides for the establishment of National and local education boards, Education Policies and Standards (on Education standards, School year and attendance, Student Conduct and progress, Health and Supplementary services, Teacher Certification, Non-public schools and Special Education), and Evaluation and Certification of schools
4. Education is mandated by the Act for all children ages 6-14.
5. Two other public laws set the basis for educational policy: the College of the Marshall Islands (CMI) Act of 1992, which establishes the CMI as the RMI public institution for postsecondary and adult education programs, and the Industries Development Act of 1982, amended in 1991, which legislates skills training and vocational education.
6. Teacher certification requires that "No person shall serve as a teacher in any school without first having obtained a certificate from the Ministry, which certificate shall be issued without cost to the teacher in such form as the Ministry determines. The qualification requirements shall be established by the Ministry by regulation". (Public Law 1991-125, s331.)
7. The stipulation for Teacher Training Programs in section 335 reads " the Secretary shall provide in-service and pre-service training programs to enable citizens of the Republic to qualify for certification ... and establish a teacher training program for all teachers of the Republic".

### **7.4 Teacher-related and teacher education policies**

1. In addition to the legislations listed in Section 3, the education policy context for the MoE is also influenced by policy directions set by the RMI Cabinet.
2. An integrated Teacher Certification, Salary, and Management System was produced with MoE to streamline responsibilities, policies and procedures for the development of a total teacher preparation and professional development sequence. The implementation of the National Standards for teachers was targeted for the beginning of December 2006.
3. Teachers are employed by the Public Service Commission, which hires and fires teachers. There is no authority given to Principals or the MoE to recruit or dismiss teachers (EFA National Plan 2002-2005).
4. The Marshall Islands Language Test (MIELT) is also administered to new teachers.
5. There were no available teacher or teacher education policies per se. However the CMI Act of 1992 is clear in its stipulations for teacher training through its teacher education program.
6. Donor agencies also usually apply their own policies in administering and implementing educational aid.

## **7.5 Teacher education programs**

1. In 1993 the College of the Marshall Islands (CMI) was established under the CMI Act of 1992 and became accredited by the Accrediting Commission for Community and Junior Colleges of the Western Association for Schools and Colleges (WASC).
2. Teacher education for RMI teachers are provided mainly at CMI for Associate degrees and the University of Guam for bachelors degrees.
3. Candidates for the CMI teacher education are recruited to develop new teachers as well as to backfill for classroom teachers that will attend CMI to gain teaching qualifications. In 2004/05, 31 candidates were selected for CMI, of whom 24 were high school graduates and 5 were AS degree graduates from CMI.
4. Orientation is carried out for new teachers. The program includes an overview of the curriculum, Ministry regulations, unit planning, lesson planning, assessment, behavior management, multi-leveled teaching, resources, and presentations from all subject areas. The orientation included open classes that allowed the teachers to observe and teach an elementary school class.
5. New teacher recruits also observed experienced classroom teachers in their classrooms interacting with students. Under the supervision of the experienced teacher and an M.O.E. staff member, the new teachers were required to prepare and present a lesson in class
6. The MOE also supports teacher in-service programs for teachers. For 2004-05, 78 teachers attended the in-service program at CMI, of whom 7 graduated with an AS Degree in Elementary Education in May 2005. Summer courses allow outer island teachers to participate and complete 3 courses that are core requirements towards a BA degree in elementary education. Some teachers also seek further qualifications from abroad.
7. In-service training and scholarships are available to teachers through the US Federal grant, the MoE and through a number of agencies such as AusAID, ADB, Japan and Taiwan.

## **7.6 Teacher education curriculum**

The Elementary Education program of the CMI offers a 2-year Associate of Science in Elementary Education degree plus a TESOL Certificate program. The Associate degree program meets the requirement for teaching set by the MoE.

The pre-service AS degree has the following requirements:

English – 3 courses, worth a total of 9 credit points

Mathematics – 1 course, worth 3 credit points

Science – 1 course, worth 4 credit points

Social Science – 3 courses, worth a total of 7 credit points

Technology – 1 course, worth 3 credit points

Educational Courses – 14 courses, worth a total of 45 credit points

The total credit points required for graduation is 67 credits out of a possible 74 credits.

The TESOL program is offered to Education graduates working on their language pedagogy.

## **7.7 The teacher educator and the student teacher**

1. Admission to the CMI teacher education programme requires graduation from high school with a Grade Point Average (GPA) of at least 2.0 out of a 4.0 point scale.
2. Out of a total of 404 applicants for CMI in 2005, 37% were admitted with only 8% admitted as full time students. The gender figures for the year did not show significant difference between males and females. There were no specific figures for the Education courses.
3. Overall graduation rates at CMI were 10% for undergraduates who began their courses in 2003 (National Centre for Education Statistics, US). There is no separate graduation rate for Education students, but Heine (2006:11) reported that most pre-service teacher education students are taking up to 4 years to complete a 2-year AS degree program, with considerable time spent on upgrading language and mathematics skills.
4. Bachelor's qualifications for teaching are provided outside of RMI and require at least four years to complete.
5. Return rate for teachers on overseas studies is a problematic.

## **7.8 The teacher graduate (status, quality, deployment, etc)**

No information is available on teacher graduates

## **7.9 Resources for teachers**

School supplies and materials for public schools are provided by the MoE. However, the management of the resources distribution is problematic. Hence, outer schools use other means such as school fees to purchase supplies locally.

Technology, including Internet access for the MoE and the main urban centres, seems widely available. However, access in the outer islands is very limited.

## **7.10 Projects for teachers and teacher education**

Volunteer teachers provided by JOVC, World Teach and other donors and agencies give temporary relief in addressing the shortage of qualified teachers. The Dartmouth Department of Education - Marshall Islands Teaching Internships for Undergraduates and Graduates program has been in operation for the last 8 years. Approximately six undergraduates are placed on Majuro for 10 weeks. The students teach in the public primary schools as well as engage in an extracurricular school

activity. The program is supervised by a field director who works with the MoE in Majuro. RMI has also begun to participate in UNESCO activities, opening up links with other South Pacific countries and systems of education.

### **7.11 Summary: Key issues for teacher and teacher education**

1. Poor quality of education outputs from secondary system
2. Poor preparation in lower primary public schools
3. Quality and teacher qualifications. More than 50% of teachers do not meet minimum MoE standards required for teaching.
4. Leadership capacity for principals, particularly in the outer islands
5. The use of volunteer teachers – are they of help or hindrance to quality?
6. Private schools v Public schools. What can public schools learn from private schools that are doing well?
7. Infrastructure and service provision, particularly in the outer islands
8. Local community participation and involvement in education process
9. Heavy dependence on aid disallowing RMI to set its own priorities
10. Resource distribution for schools and the lack of vernacular materials for teaching.
11. Employment structure of teachers
12. The Teacher Education faculty within CMI is not a dedicated teacher education institution.

### **7.12 Proposed issues/ areas for further scrutiny/research/discussion**

1. There is a Policy division within the MoE, which can assist greatly in policy setting and implementation.
2. Poor quality of students entering tertiary levels of education.
3. Tertiary education is prolonged because of initial remedial courses that students need to study before qualifying for credit courses at CMI.
4. RMI students travel abroad to do Bachelors degrees courses in education, making it costly, lengthy and risky in terms of low return to RMI.
5. The low enrolments and low retention rate of students in the RMI lowers the quality of potential candidates for teacher education programs
6. Low graduation rate from CMI.
7. Poor performance of high school graduates precludes RMI from utilizing scholarship funds available
8. Poor infrastructure, facilities and services for resources delivery within the MoE, and especially to outer schools
9. Heavy dependence on aid disallowing RMI to set its own priorities. There is a challenge for RMI to look within and identify what they have and work with that to shake off aid dependency.
10. What is the impact of training on the quality of teachers?
11. Limited capacity and involvement of senior staff to manage projects.

### **Conclusion**

RMI has a unique set of circumstances prevailing in its education system. Foremost is the heavy dependence on aid that has created a dependency that disempowers RMI people from having their own



visions, setting their own goals and strategizing to get the maximum benefit out of their resources to enhance the quality of their education and their quality of life.

Access and quality are key priorities of education in the RMI. There are a number of political, social and economic factors that must also be dealt with in order to facilitate improvements in the quality of education. The will to improve the quality of education must come from all levels of administration and all stakeholders.

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## 8. TEACHERS AND TEACHER EDUCATION IN SAMOA

Epenesa Esera

### 8.1 Country background

#### 8.1.1 National, economic and social characteristics

The archipelago of the Samoa islands consists of 15 islands stretching from the east in an area bounded by latitudes 13 degrees and 15 degrees south, and longitudes 168 degrees and 173 degrees west (SNHDR 2006, p23).

According to the last two census (2001 and 2006), Samoa's population has increased slightly by 1.4%. Samoa's total population of 179,186 (Ministry of Finance, 2006) has a structure indicative of high birth rates where almost half the total population is less than twenty years. The population of school age children aged between 5–15 years totaled 63,510 or 28% of the 2001 population census. These percentages show a high dependency rate (Ministry of Finance, 2001).

The economy of Samoa has a very limited base that predominantly focuses on agriculture, fishery, tourism and manufacturing on a small scale. Samoa at the macro level is vulnerable to climatic changes and the forces of the external market which dictates the fluctuations in the supply and demand of goods and commodities (SNHDR, 2006, p34). The economic growth over the period 2002 to 2005 continues to display steady growth rate (SNHDR, 2006, p101). This economic growth has inevitably led to Samoa being removed from the list of the LDC countries.

Samoa in the last ten years has become increasingly modernized which has seen the country gradually being absorbed into the global community. The majority of Samoans live in the villages although the urban area is populated with people who have settled in town and its environs to be closer to employment, education and other services. Samoans have extended families headed by a "matai" (chief) who holds a title belonging to the family. The social institution of Samoan society is based on the "faamatai" (chiefly system) that organizes the business and the activities of village life. The hierarchical system ensures that families are part of the decision making process at all levels of village life (UNESCO/IIEP March 2005, p5).

#### 8.1.2 Education developments

The last ten years marks a decade of marked development, particularly pertaining to the areas of primary and secondary schooling. Key developments in the areas of quality audit with the establishment of the Samoa Qualifications Authority and post-secondary education also denote this period (SQA Policies and Criteria for the registration of Qualifications on the Samoa Qualifications Framework 2007). Other noted developments at the tertiary level was the amalgamation of the National University of Samoa and the Samoa Polytechnic, the former became the Institute of Higher Education and the latter the Institute of Technology under the umbrella of the National University of Samoa.

## 8.2 Teachers and teacher education

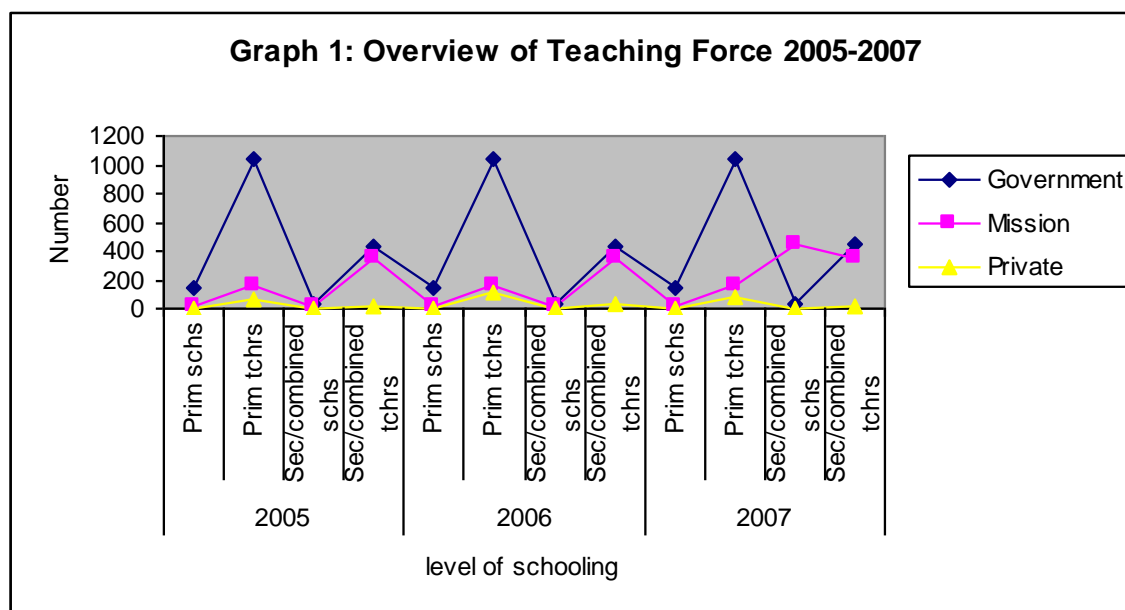
The following table provides an overview of the teaching force for the period 2005-2007.

Table 18: Overview of Teaching Force 2005 to 2007

	2005				2006				2007			
	Govt	Msn	Pri	Tot	Govt	Msn	Pri	Tot	Govt	Msn	Pri	Tot
<b>Primary</b>												
Schools	140	13	6	159	141	13	6	160	141	13	6	160
Teachers	1042	155	63	1260	1038	157	110	1305	1039	158	76	1273
<b>Secondary and combined primary and secondary schools</b>												
Schools	25	17	2	44	25	17	2	44	25	17	2	44
Teachers	426	353	20	799	439	350	27	816	446	353	24	823
<b>Total number of schools and teaching force</b>												
Total no of schools				203				204				204
Total teaching force				20				21				2096

Source: MESC Education Statistical Digest 2007, p1, 12

Graph 1: Overview of Teaching Force



### Comments

1. Over the past three years, the numbers of schools and teachers has remained constant.
2. Student enrolments are steady for the same period (Statistical Digest 2007).
3. Fluctuations in number of primary teachers within private schools, whilst government and mission numbers remain constant.

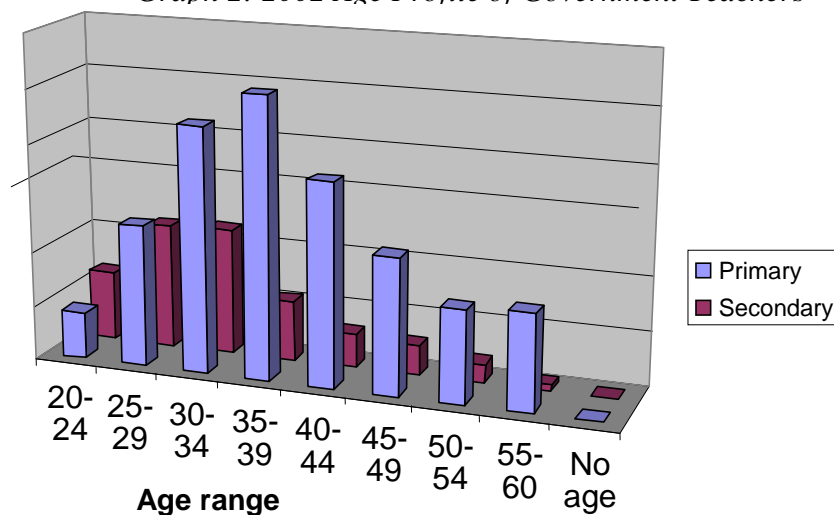
4. There appears to be an external sourcing of teachers for private schools, for example, expatriate teachers.
5. Teacher trainee graduates make no impact on the total number of teachers per year; again this would indicate either a) graduates are being employed elsewhere b) teachers within schools are leaving.

Table 19: Age profile of government teachers 2002

Primary and combined Primary and Secondary schools			Secondary			Grand Total	
Range	Female	Male	Total	Female	Male		Total
20-24	29	14	43	38	26	64	107
25-29	100	30	130	67	47	114	244
30-34	147	78	225	59	57	116	341
35-39	169	88	257	28	27	55	312
40-44	141	45	186	14	17	31	217
45-49	98	27	125	14	13	27	152
50-54	67	18	85	9	8	17	102
55-60	62	27	89	2	3	5	94
No age	1	0	1	1	0	0	1
Total	814	327	1141	232	198	429	1570

Source: Pelican, August 2002

Graph 2: 2002 Age Profile of Government Teachers



Comments (source: GoS/DOE-ADB ESP 1 TA 3498-SA Aug2002, p6-7)

1. Teachers aged 30-34 comprise the largest number in all the age brackets. For primary the highest number is in the 35-39 bracket and for secondary the 25-29 bracket.
2. Teachers in the age brackets 25-39 comprise 54% of the primary cadre and 66% of the secondary cadre, indicating a relatively young service;
3. Teachers in the 55 to over 60 age brackets account for less than 6% of the teaching cadre. Attrition through retirement over the next 5 years should not be a major factor;
4. Only 5% of secondary teachers are in the 50-54 age bracket. With a growing secondary system, the level of retirement within the next 6-10 years should not present a major problem;

5. The number of female primary teachers is significantly higher than male teachers in all age brackets, representing some 71% of the cadre. This pattern is consistent with the NUS pre-service diploma enrolments where females account for 67% of the first year intake for 2002;
6. The number of female secondary teachers (54%) is again higher than male teachers, the difference being most marked in the 20-29 age brackets. This pattern is consistent with the NUS pre-service diploma enrolments where the number of females in the first year intake has exceeded the number of males, at least since 1997.
7. In order to maintain a reasonable gender balance within the profession, particularly at primary level, recruitment of male teachers should be a high priority for Government.

Table 20: Government school teachers by training and gender 2001

School type	Males	Females	Total	Trained	% Trained	Degree
<b>Primary and combined Primary and Secondary schools</b>						
	337	851	1188	1163	98	0
<b>Secondary</b>						
	178	238	416	377	91	84
<b>Total</b>	515	1089	1604	1540	96	84

Source: Manumea, August 2001

Comments (source: ibid p8)

1. Nearly all (98%) of primary teachers in Government schools are trained (teaching certificate or diploma);
2. At secondary level, some 91% are trained (teaching certificate, diploma, teaching degree or post graduate diploma), however only 20 have degrees, not all of whom have the teaching qualification. This represents a major concern for staffing of the growing Year 12 and Year 13 enrolments;
3. Some 96% of the teaching service is listed as having been trained.

Table 21: Government school teachers by teaching qualifications 2001

School type	Teacher Certificate	Dip Ed	Dip TESL	Dip Voc Ed	Dip Teaching	PTC Col Dip
<b>Primary and combined Primary and Secondary schools</b>						
	1163	44	0	1	5	346
<b>Secondary</b>						
	377	226	1	0	14	7
<b>Total</b>	1540	270	1	1	19	353

Source: Trained teacher certificate data Pelican, August 2002. All other data Manumea, August 2001

Comments (source: ibid p8)

1. Based on the interim data
2. Within the primary teaching cadre, around one third of the teachers hold a teaching diploma/diploma in education;
3. At secondary level, at least half of the teachers have a Diploma in Education.

## 8.3 Legislation and employment frameworks

### 1. National Teacher Development Framework

The NTDF once established in its roles and functions will play a key role in attaining teacher quality and providing a vital component towards the formulation of a legislation to govern teachers practice. In this way, career pathways and avenues for promotion that are open to teachers become transparent. The NTDF proposal has clearly aligned itself with national and regional benchmarks to guide teaching functions and practice.

### 2. Salaries

Graduates salaries on joining the teaching profession vary with diplomates on ST\$11,026 and those with a bachelor on ST\$20,062. After the probationary year \$ST11,819 and a further 3 years, the salary increases to \$ST13,055 (Samoa Public Service Salary Scale 2005-2007). The general wage increase and attempts to address teachers' salaries has brought to light evidence of discrepancies and anomalies which the MESC is attempting to address. In comparison to other sectors of the education department there seems to be very little difference in salaries. The teaching staff in comparison to the management staff would have salaries that would be in the range of ST\$11,026/45,987-ST\$80,000/115,000 and the ancillary staff at ST\$4,969/45,985- ST\$11,026/45,987 (ibid). The salaries of education personnel in comparison to other similar areas in government vary somehow but not a great deal. Medical doctors, lawyers, accountants, economists and computer technicians seem to be at the top of the range, teachers, nurses and the police would be in the middle range and uncertified professionals at the bottom.

### 3. Career Pathways (source: GoS/MESC-ADB SNTDF TA 4738-SAM Mar-Aug 2007 p41-42)

Currently there is only one career path for teachers and this need to be addressed with other clearly articulated pathways to ensure that the teachers are retained within the system. Recommendations are given in the NTDF document:

- Teacher training will provide awards either of a two-year Diploma or a four-year Bachelor of Education or, a combination of both.
- On their first appointment, teachers with either or both awards will be designated as a Qualified Beginning Teacher, although starting at different salary levels.
- On the successful completion of two-years probation, teachers on appointment be designated Registered Teachers.
- Teachers will be required to serve as teachers in the same school for a period of three years as required in the Strategic Plan.

From this career point, opportunities will vary: (source ibid p41-42)

1. A teacher can remain a teacher for a longer term e.g. an Assistant Teacher, Master Teacher, Pedagogical Adviser, Mentor Teacher, Teacher Trainer, Teacher Educator.
2. A second career path may have a teacher moving from teaching into the management/administration field e.g. Deputy Principal, Principal, SRO, ACEO and CEO.
3. These pathways are neither linear, nor static, nor exclusive. Crossovers need to be made as when education expands and there is a need to accommodate new concerns.
4. Different pathways will require different types of teacher development mapping, for example, a teacher heading towards a management position within a school would take a different career path to a teacher heading towards a mentoring teacher position.

## 8.4 Teacher-related and teacher education policies

The current Strategic Policies and Plans 2006-2015 for teacher education have developed from the previous 10 year Education Strategies and Policies 1995-2005 where previously, teacher training was under the arm of the Ministry and now, is part of the National University of Samoa, an autonomous institution. Pre-service teacher education is conducted at the Faculty of Education of the National University of Samoa. Training programs target early childhood education; special needs education, primary and secondary education. The National Council of Early Childhood Education in Samoa and the University of the South Pacific also provide pre-service training for early childhood teachers.

1. Policy statements on teacher education and training (MESC: Strategic Policies and Plan July 2006-June 2015 p26)

1. Teacher education and training comprises of pre-service training, a probationary period and continuous in-service training.
2. Programs for new teachers to be regularly reviewed and supported.
3. Continuous support for teachers will be provided through regular and accredited in-service programs.
4. Teacher education programs will be of the best quality.
5. Teacher education will be on-going and in-service training accessible for professional development and lifelong learning.
6. A National Teacher Development Framework will be developed for the effective coordination of all teacher education programs.
7. SQA guidelines on quality assurance measures, standards, and compliance frameworks and accreditation of programmes will be adhered to.

Comments

1. The statements will require an effective mechanism for consultation with the teacher training institution and key stakeholders.
2. Quality is dependent on having an effective monitoring mechanism and supportive mentoring system for teachers.
3. The need for a national teacher development framework is evident if quality, standards and accreditation of programs are to be achieved.

2. Policy statements on Quality of Teaching Services (ibid p46-47)

1. The expected characteristics of quality teachers are those who are competent, proactive, respectful, ethical, tolerant, accountable, honest, impartial, loyal, willing, loving, prepared, balanced, aspiring, innovative and creative.
2. A national teacher development framework will be established to guide teacher development policy and to monitor the implementation of quality programs.
3. Teachers will be supported through regular in-service training programs.
4. The shortage of teachers in subject areas in secondary schools will be addressed.
5. All teachers sponsored by MESC will be bonded for a period of time equivalent to the length of time spent on training.
6. Teachers will progress in the approved Public Service Commission Teaching Career and Salary Structure based on continuous excellent performance over a three-year period.
7. Teachers' outstanding performance will be recognized through special merit awards and further training opportunities.
8. A system of incentives and awards will be developed and implemented to attract and retain teachers in the service.
9. Standards for pre-service qualifications for teachers will be consistently reviewed over the next 9 years.
10. All teachers in the public sector will hold a professional qualification in teaching.

11. Professional development courses for teachers will be offered via open and distance learning.
12. Strategies will be developed to address the mismatch between locations of need and teacher preferences.
13. Strategies will be developed to address the shortage of primary teachers.
14. Monitoring and evaluation of all teacher development activities will be reviewed and strengthened.
15. University graduates will acquire teacher-training qualifications before entering the teaching profession.

#### Comments

1. A development of a graduate teachers profile would supplement and reinforce teaching goals and objectives
2. The Faculty of Education and MESC should be more collaborative in pre-service and in-service training.
3. A National Teacher Development Framework needs to be established and supported to develop quality within the teaching profession
4. Utilizing support services e.g. Oloamanu (Centre for Professional Development and Continuing Education) in offering distance learning will help promote access and equity of opportunities.
5. The bonding issue needs to be reassessed in terms of emphasizing the benefits of the profession.
6. The value of teaching and its profession relies very much on the necessity of teachers to be recruited with a teaching certificate.
7. Projections of supply and demand needs for the profession (teachers, specialists, administrators) have to be assessed if education providers and institutions are to respond fully.

In the Strategies Policies and Plans 2006 key indicators have been identified along with its strategic implementation involving all stakeholders and developmental partners in pursuing the learning outcomes for the 18 key policy areas (Annex A).

3. The Policy highlights specific problems that need to be addressed (ibid p26 and 49)

#### Problems in teacher education and teaching

1. The main issue for teacher education and training is the provision of consistently good quality pre-service programs that are relevant and effective in meeting the needs of teacher trainees so that they can be effective teachers who are able to make children enjoy learning.
2. There is also the need to provide good quality in-service programs that cater for the professional development of teachers.
3. It is also important to improve all processes of the program planning, design, implementation, and review so that they comply with established standards. The relationship between pre and in-service training and the continuous professional development of teachers must also be clearly articulated. All these should be set out in the National Teacher Development Framework.

#### Problems in quality of teaching services

1. Personnel retention remains a problem.
2. Personnel and capability and succession planning need to be developed further.
3. The organization structure is inadequate for a growing organization
4. Management needs to be improved at all levels.
5. Community awareness programs need to be on-going.
6. Compulsory education implementation is ineffective.

3. Teacher Performance Appraisal



1. Teacher performance is assessed through the Performance Appraisal system which has been developed for all Ministry personnel. This is conducted once a year by the Principal Education Officer for In-service Training.
2. The Performance Appraisal forms are analysed by the PEO for In-service Training.
3. Feedback is used for consultation with teachers and in particular those who need assistance in their teaching and management of classroom resources. The intention is not punitive but a mechanism by which teachers can reflect on their teaching and be supported by management.
4. Teachers are promoted either through an attainment of qualification, long service or through applying for an advertised position and being appointed.
5. The Performance Appraisal is / can be used for providing teachers with an avenue for promotion.

Comments (source GoS/MESC-ADB SNTDF TA 4738-SAM Mar-Aug 2007 p38)

1. The appraisal process be revised and trialled in 2008 for implementation in 2009;
2. The competencies, indicators, standards and values, and needs analysis emanating from this TA provide a template for determining benchmarks for appraisal;
3. Self-appraisal analysis is designed for teachers to identify their competencies and needs for capacity building professional development;
4. Peer appraisal is utilized to assist in professional development.

## **8.5 Teacher education programmes**

### 1. Teacher Education and National Standards

The Faculty of Education External Review in 2005 involved a team of eight (8) who was led by a consultant from New Zealand (Christchurch College of Education), and team members were from Newcastle University, Australia and USP, Fiji. The remaining four (4) locals represented the MESC, Director of mission schools and NGO's. (External Review Report Faculty of Education NUS 2005). Currently a National Teacher Development Framework 2007 and the Samoa Qualifications Authority 2006/07 (Appendix C) have outlined the procedures for aligning national standards and proposed registration of teachers.

### 2. Academic Programs

There are four (4) qualifications currently being awarded through the Faculty of Education programs:

- Foundation Education Certificate
- Diploma in Education
- Bachelor of Education
- Graduate Diploma of Education

### 3. Program Review Policy

The NUS have recently issued a program review policy which is an integral part of the Quality Assurance Process of NUS. The Program Review Policy is totally external and independent. The Review concentrates on the total program – content, students, staff and teaching.

The review policy is to ensure that at least every five years programs are reviewed to ascertain that they are achieving their desired outcomes and that action is taken to modify or amend and improve the program.

### 4. External organisations

Staff of the faculty are members of national, regional and international organizations. Part of their function is to ensure that where appropriate, changes to courses are implemented. For example, the Human Rights course is an initiative of issues discussed at the Education International Congress 1998.

The COPE has in its various roundtable discussions actively pursued the MDG and EFA goals. The Pacific Association of Teacher Education (PATE) through its various forums has vigorously pursued alternative ways of learning and teaching approaches for Pacific students. One of their initiatives “Rethinking Pacific Education” was an attempt to bring to the Pacific the importance of traditional knowledge and values as a mechanism for island societies to move forward.

## 5. Program Accreditation

At the NUS there has been a steady increase of courses and programs being accredited at regional and international universities. Graduates of the Faculty have successfully applied to the NZQA for accreditation to pursue further studies in New Zealand or to upgrade their qualifications.

## 8.6 Teacher Education Curriculum

### 1. Teacher Education Curriculum Development

The development of the teacher education curriculum has been a lengthy collaborative effort between overseas consultants (viz, Australia and New Zealand) and, the staff within the teacher training institution. This trend still continues today, with greater emphasis on participation from local counterparts who have both the experience and skills required in curriculum development (Strategies and Policies 2006, p36-37). The curriculum within teacher training has had the following edits:

1. Continuous consultations with the MESC and feedback.
2. In 2003, inclusive education became a compulsory course for all teacher trainees (a MESC recommendation).
3. In 2004, Foundation of Education Certificate commences and computer science becomes a compulsory course (a MESC recommendation)
4. In 2006, as a result of a MESC recommendation, multi-class teaching became an integral component of the diploma final year teaching practicum.
5. Internal consultations among the different faculties of the University have further enhanced the design and delivery of the curriculum resulting in a subject review committee critiquing FOE course outlines.
6. In 2005 an External Review was conducted, comprising of staff from overseas universities, MESC, NGO and mission Directors. The Review provided the faculty with means and ways to support and enhance the teaching of the curriculum.
7. The Strategic Review Committee of the University also contributed to the financial and facilities aspect of the curriculum.
8. The Samoa Teachers Association and its international affiliates encouraged the design and implementation of a Human Rights and Values course in 2002 (NUS calendar).

### 2. Curriculum Policies

The changes to the teacher education curriculum help to align itself with the MESC Strategic Policies and Planning 2006 p37-38 in relation to the key concepts of equity, quality, relevancy, efficiency and sustainability. The Samoan Curriculum recognizes:

1. for students to succeed, curriculum experiences must relate to student interests, needs and learning styles.
2. programs must be broad and balanced and provide opportunities for the intellectual, social, spiritual, and cultural dispositions of each student to be developed to prepare them for work and further study.
3. the need for teachers to use monitoring, assessment and reporting practices that will help them evaluate the effectiveness of their teaching practices as well as provide an indication of student achievement against established standards.

4. that fa'asamoa must be upheld and that the community, families and parents play a large role in the education of students.

### 3. The Faculty of Education, National University of Samoa Curriculum Advisory Council

In 2007, the Curriculum Advisory Committee was established. The newly established CAC consists of eight (8) members that comprise four (4) personnel from the Ministry, one (1) member from a non-governmental organization, one (1) from the Samoa National Teachers' Association and, two (2) members from the Faculty of Education. Prior to this period, there was no formalized program advisory committee.

This Committee is tasked with ensuring a well balanced and relevant curriculum is being offered by the Faculty of Education. Furthermore it provides a two-way channel of communication between faculties/schools, commerce, industry, ministry, enterprise, professional, community groups, and/or other relevant stakeholders.

#### Recognition of Prior Learning

The Statute on RPL/Credit enables students who have previously passed course/s at NUS or another recognized institution to gain credit in an NUS program. Students apply through the Manager Student Administration for information and formal application to the various faculties/schools. (NUS Calendar 2007 p295)

#### Resource and Space Utilisation Committee

All curriculum courses require Council approval before being offered. The process of approval begins at Senate and from there to the Resource, Space and Utilisation Committee. The RSUC was established under the NUS Act 2006 and was primarily set up to assist and make recommendations to manage the space, and physical facilities of the NUS, with due regard to financial and general resource constraints (NUS Statutes and Policies Dec 2006 p33). This process can take up to 6 months upon receipt at Senate.

#### Faculty of Education Program Structure

The revised Faculty of Education program structure (Appendix B) commences at the Foundation level with a Certificate comprising of 8 courses with one of the compulsory papers an Introduction to Education Studies. Upon attainment of the Certificate, the 2-year Diploma offers students 16 courses which enable them to teach on successful completion. In 2004, the staircasing towards a Bachelor of Education became a further 2 years comprising of 14 courses. Each course outline gives an introduction to the course, followed by an aim, objectives, learning experiences, assessment, units of work (contents and learning outcomes on a weekly basis), and references (FOE course outlines 2007). All courses are updated regularly with major revisits every 3 years.

#### Assessment, Examinations and Monitoring Processes

The Statute on Assessment and Examinations (NUS Calendar 2007 p299) outline procedures and policies for students work in finalizing course marks and recounts for grades.

The monitoring of course progress in achieving objectives falls within the domain of the tutor/lecturer. Each course outline clearly specifies objectives from which assessment tasks and weekly tutorial sessions/practical experiences are planned. At the end of every course, a moderating/evaluation meeting of the department is held, which again re-looks at the objectives and overall achievement of objectives and students (FOE course outlines 2007).

In addition to the monitoring of courses, student's evaluations and feedback are solicited for each course every semester. Based on these evaluations, common concerns are discussed and where applicable/practical, are applied or implemented into the course for the following year. Positive comments are also highlighted as they provide constructive ideas re pedagogy, assessment, and presentation techniques for other courses and lecturers in improving learning outcomes.

A Faculty initiative in encouraging better monitoring and learning has led to the formulation of a departmental policy regarding assessment. This has been drafted and matched to the Samoa Qualifications Authority criteria in an attempt to align assessment to national audits (Policies and Criteria for the Registration of Qualifications on the Samoa Qualifications Framework p13-15).

In consultation with other Faculties, feedback has also assisted in the review of course outlines and objectives such as inter-faculty team teaching. The reassessment of course tasks have resulted in more authentic tasks that are relevant and specific to the subject. Courses offered by other Faculties to FOE students, submit a list of 'at risk students' as part of their mid-term assessment in an attempt to monitor students learning

### Teaching Resources

The availability and procurement of teaching resources is very much dependent on the nature of the course. There are resource intensive courses such as the visual arts, food and textile, design technology, physical education and music. As these courses have traditionally been left out of the mainstream curriculum, their need for resources is a continuous challenge and as such, an acute need in this area. Traditional courses, in the main are adequately resourced with the exception of science courses that once again, can be resource intensive.

### EFTS and WEFTS

Support of individual courses and programs are dependent on the demand from the public. In this case, the MESAC play an important role as they sponsor at least 88% of trainees. In addition however, there is a policy of EFTS (equivalent full time student) and WEFTS (weighting of equivalent full time students) which determine the financial assistance provided for each Faculty. In regard to curricular activities, the amount of support and assistance provided is very much based on EFTS and WEFTS.

There are existing channels in which established teaching and learning practices are formalized, however, these are not effectively integrated. One way of addressing this is through the establishment of a national teacher development framework.

## **8.7 The teacher educator and the student teacher**

### 1. Academic records

1. Prior to 2000, NUS used the MUSAC data system when it merged with the WSTC.
2. Four years later the Access program was introduced to cater for the increasing number of students and the limited capacity of the MUSAC system to cope.
3. In 2004 a new student administration program ARTENA was introduced, however, that too has taken a little while to be fully implemented. Currently all students from 2007 are entered onto this program yet a backlog from the previous years are still to be input.
4. The Faculty of Education has always maintained a separate student record data as a back-up to the existing NUS system.
5. Student admissions prior to 1997 are entered manually on cards and files.
6. Manual student records are stored within the Faculty of Education.
7. Students enrolled before the merger, will receive a computer generated transcript when requesting their academic record for present employers or institutions of study.

8. Student records are all handled by administration; the Manager Student Administration deals with all academic matters pertaining to students including records, transcripts, deferment of studies, cross credits and so forth.
9. The 2007 NUS Calendar within its statutes and regulations (p286-332) outline the areas in which students are informed of processes and procedures.
10. Student records are communicated to stakeholders through administration.
11. The Manager Student Administration provides all sponsors with a report regarding progress of their students.
12. There is no other formal mechanism in which private students, i.e. they who are individually sponsored, are notified other than physically uplifting transcript results from administration, however, sponsors of mission students have always requested administration on updates of their students' performance.

## 2. Academic Staffing

1. NUS staffing policies clearly outline criteria for staff recruitment (Academic, Teaching and Comparable Staff Policy Manual 2006).
2. Selection will determine how well the vision and mission of the University will be achieved and how the Administration and the Institutes will be effective (NUS Academic, Teaching, and Comparable Staff Policy Manual September 2006, p21).
3. By the year 2009, it is envisaged that all staff members will have at least a Masters degree; this will ensure that the minimum entry criteria is also at the Masters level.
4. Lectureship commences at the Grade 3 level moving up to a Grade 1.
5. The next staffing level is a senior lectureship, Assistant professor, Professor and Reader.
6. Staffing positions differ in the emphasis allocated to three areas: teaching, research and community development.

The NUS Corporate plan 2008-2010 (p16) supports the professional development of its staff through its Professional Development Leave Committee. This Committee grants full-time and part-time study leave. The latter normally is encouraged with policies recommending a teaching load of 12 hours for a Masters and 5 hours for a Ph.D.

Lecturers, who come in at the Grade 2/3 level, have a higher number of teaching hours compared to staff with higher academic status. The latter concentrates on research and publications in a given discipline. A position at this level requires a doctoral qualification or equivalent accreditation or standing. Grade 1 and senior lectureship are developing academic profiles through publications and research (NUS Academic, Teaching, and Comparable Staff Policy Manual September 2006, p8-16).

## 8.8 The Teacher Graduate (status, quality, deployment etc)

Table 22: Faculty of Education Graduates

Faculty of Education	2004			2005			2006			2007		
	Sem 1	Sem 2	Grads	Sem 1	Sem 2	Grads	Sem 1	Sem 2	Grads	Sem 1	Sem 2	Grads
Foundation Certificate	na	na	46	160	156	71	196	174	56	239	205	
Diploma in Education			57	208	86		310	239	56	261	230	0
Bachelor of Education	NA		6						10			

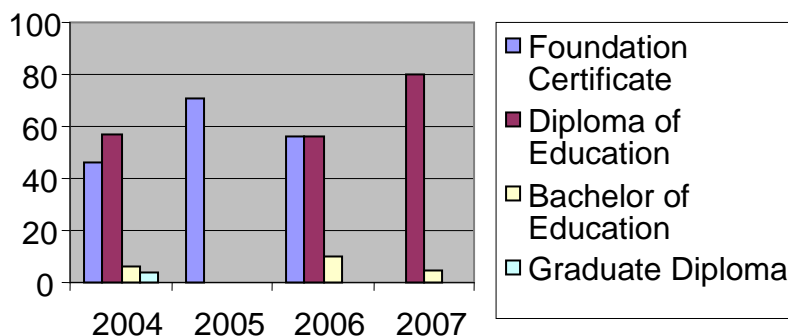
Graduate Diploma			4																	
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**Comments**

1. Foundation pass rate over the period 2004-2006, shows a low pass rate in comparison to the number of students enrolled.
2. Diploma graduates have almost doubled from 2006-2007.
3. The Bachelor and Graduate diploma require a rigorous marketing and recruitment strategy targeting in-service teachers and graduates from other disciplines.

*Graph 3: Faculty of Education Graduates*

**Number of graduates**



**Table 23: Comparing graduates from other faculties at NUS**

Faculties	2004		2005		2006		2007		Total
	Cert& Dip	min. Bach	Cert& Dip	min Bach	Cert& Dip	min Bach	Cert*& Dip	min Bach	
Faculty of Arts	14	34			21	17	28	15	129
Faculty of Commerce	71	38			61	46	33	48	297
Faculty of Education	103	6	127		122	13	80	5	329
Faculty of Nursing	29	40			1	15	9	34	128
Faculty of Science	31	5			17	9	1	15	78

\* Does not include the Foundation Certificate

\* Does not include the Foundation Certificate

**Comments**

1. FOE has produced the highest number of graduates followed by the Faculty of Commerce over the period of 2004-2007.
2. The remaining 3 faculties indicate a very low number of graduates in comparison. (Past NUS graduation booklets)
3. There is no clear progression of graduates within any one faculty.

**1. Collaborative Initiatives**

Other avenues to further staff development involve the staircasing of the Diploma towards the revised Bachelor of Education which commenced in 2006. Collaborative discussions between the Faculty of

Education and, the Faculty of Business and Entrepreneurship have resulted in a proposed joint Bachelor degree – the Bachelor of Business Education. A similar output is in the pipeline for a Science Education degree. Also the Masters of Samoan Studies which was first offered in 2006 enables teachers to attain a postgraduate qualification.

## 2. Opportunities for Further Studies

1. Over the past 5 years there has been a steady, but slow increase of teachers pursuing further studies. However, it is anticipated that the change in salary status for Diploma and Bachelor, will result in an increased enrolment for a bachelor qualification.
2. All teacher graduates undergo training to acquire the appropriate skills, values and knowledge that match key attributes of the teaching profession.
3. Teacher trainees, who graduate from the FOE, have been exposed to better facilities and resources in comparison to many of the schools they will enter.
4. Opportunities and support for professional development within schools are scarce.
5. Monitoring and upskilling for many teachers is a concern. (GoS, Dept of Education, ADB- Education Sector Project ADB Technical Assistance No:3498-SA p16-19)

## 3. Teacher Association Input

A large proportion of graduates are members of the Samoa National Teachers Association which is closely linked to the regional and international professional bodies. Although membership is not compulsory, all graduates entering the government schools opt to join the SNTA.

- The key administrative posts within the SNTA and other professional NGO's are manned by both teachers and teacher educators, as such, involvement is high.
- At least annually, associations/unions address the graduates regarding programs they are involved in e.g. training for young leaders and including key topics such as Human Rights into the curriculum.
- The Samoa Teachers Credit Union is a well established body whose partial functions are to assist members become independent and financially secure.

## **8.9 Resources for teachers**

No data available

## **8.10 Projects for teachers and teacher education**

### Rationale

The main impetus for the intervention of projects is clearly outlined in the Strategic Policies and Plan 1995-2005 and 2006-2015. The rationale is covered within the Ministries key concepts of equity, quality, relevancy, efficiency, and sustainability p10-12 where changes are geared towards whole school improvement which includes professional development, curriculum review, language and literacy, assessment, monitoring, alternative pedagogies and resources.

### Projects 1991-2007

#### 1. Teacher Education Quality Improvement Project (TEQIP) 1991-1996

TEQIP focus on five topics: (i) Getting to know children in our classrooms, (ii) Teaching the children in our classrooms, (iii) Active and interactive teaching and learning with our children, (iv) Management in our classrooms and (v) Classroom environments and preparing teaching materials (TEQIP: Western Samoa In-service Resource Kit: Trainers' Manual 1993).

## 2. Primary Education Materials Project I (PEMP I) 1997-2001

PEMP I was designed to develop supplementary materials to support the existing curriculum from Year 1-Year 8. Supplementary materials included teachers' book, students' book and resource kits.

## 3. Primary Education Materials Project II (PEMP II) 1999-2003

PEMP II focuses on developing three themes each for Year 1-Year 3 in the Early Primary level. In designing the themes, different pedagogies and modes of delivery were explored. Booklets were developed for the nine themes and each was accompanied by a set of resources for its implementation

## 4. Primary Teachers In-service Training Program (PTISTP) 2002-2005

PTISTP target active and interactive teaching methods, classroom management strategies, the ability to analyse knowledge critically, the focus on good teaching using Jere Brophy's twelve principles together with beliefs and professional knowledge of teachers and finally the linking of "good teaching" to applications and specifics in the Samoan curriculum content. Six modules were developed followed by the training of the trainers and the in-service training which was conducted for all primary teachers in the schools (PTISTP Writers' Workshop for Production of Modules 2002)

## 5. National Teachers' Development Framework (NTDF) 2007

### Outcomes

The outcomes for these specific areas were to make a difference in the teachers' knowledge, skills and attitudes toward teaching as a profession and the application of knowledge and skills in their own classroom practice. It also aimed to build and provide links between the materials developed to further strengthen curriculum content, existing curriculum materials and knowledge of successful practices from specific subject areas.

### Shortfalls

The shortfalls could be attributed to the many different programs and projects that teachers were exposed to in succession. This failed to provide teachers with reflection time to weigh what was most relevant, successful and why. Thus it would seem that teachers in the main would be overwhelmed by the expectations of a system bent on addressing gaps and failing to take into account the human element and the importance of its role in any form of development. In addition teacher empowerment and feelings of ownership of change need to be considered and addressed

### Gaps

There is a need to ensure that teachers are involved and that they have a sense of ownership of programs and projects at various stages of implementation. This is critical as sustainability is an issue of great concern to any development program. Initial and on-going consultations are an important part of informed and collaborative decision making.

### Lessons learnt

Future projects need to consider wider consultations with various stakeholders and government ministries. It is important to consider a coordination of all projects and programs so that relevancy and applicability across contexts is consolidated. Local personnel and consultants are a major consideration as a vital component for program and project sustainability.

1. High attrition of teachers from the teaching service reflecting the low perception of status of the profession. (Coulter 2001; Rawlinson 2002, Schofield 2003; /go/s-ADB Review 2004, Evans 2004, SFS-MESC Submission for salary regarding for teachers 2004).



2. The need for an institutionalized structure that enables close collaboration between the Faculty of Education of the National University of Samoa and MESC. (GoS-ADB Review 2004 p18-19, Taufe'ulungaki, 2005 p71)
3. The need to continue to improve pre and in-service teacher education and training, (GoS-ADB Review 2004 p18-19, Taufe'ulungaki, 2005 p71)
4. Improvement of teachers' conditions of service and salaries. (Rawlinson, 2002 p47, Taufe'ulungaki, 2005 p70, SFS-MESC salary Submission 2004)
5. Provision of sufficient professional support and pastoral care in the field for teachers and provision of non monetary incentives and rewards.

(source GoS/MESC-ADB SNTDF TA 4738-SAM Mar-Aug 2007 p70)

### **8.11 Summaries: Key issues for teacher and teacher education**

1. Institutional structure between the Faculty of Education of the National University of Samoa and MESC
2. Retention of teachers in the service
3. Low perception of the status of the teaching profession
4. Qualifications of teachers
5. Low number of male teachers in the teaching profession
6. Professional support and pastoral care for teachers in the field
7. Implementation of Compulsory education policy is ineffective.
8. Opportunities and support for professional development within schools are scarce.
9. Appraisal and monitoring of teachers is a concern.
10. Community awareness programs need to be on-going.
11. Provision of consistently good quality pre-service programs that are relevant and effective in meeting the needs of teacher trainees so that they can be effective teachers who are able to make children enjoy learning.
12. Quality of in-service programs that cater for the professional development of teachers.
13. Coordination of education projects
14. Absence of a National Teacher Development Framework to improve all processes of the program planning, design, implementation, and review of teacher education, deployment and professional development so that they comply with established standards.
15. Projections of supply and demand needs for the profession (teachers, specialists, administrators) have to be assessed if education providers and institutions are to respond fully.

### **8.12 Proposed issues/ areas for further scrutiny/research/discussion**

1. Development of a graduate teachers profile would supplement and reinforce teaching goals and objectives
2. Institutional structure to enhance collaboration between The Faculty of Education and MESC in pre-service and in-service training.
3. A National Teacher Development Framework needs to be established and supported to develop quality within the teaching profession. The framework should clearly articulate the relationship between pre and in-service training and map career pathways for teachers as well as plan for continuous professional development of teachers.
4. Improvement of teachers' salaries and conditions of work
5. Utilizing support services e.g. Oloamanu (Centre for Professional Development and Continuing Education) in offering distance learning will help promote access and equity of opportunities for teachers.

6. The bonding of teachers to serve issue needs to be reassessed in terms of emphasizing the benefits of the profession.
7. The value of teaching and its profession relies very much on the necessity of teachers to be recruited with a teaching certificate.
8. Data management and planning capacity to enhance human resource management
9. Management needs to be improved at all levels.
10. Benchmark for teachers' appraisal to be developed from TA provided through TEP.

## **Conclusion**

The last 10 years has been a decade of modernization and development for the Samoan education system. Teachers and teacher education have featured strongly in the policies set forth for the improvement of education in Samoa; it is the implementation of these policies that will need coherent and collaborative efforts, particularly between NUS as an autonomous provider of teacher education and the Ministry of Education.

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## **9. TEACHERS AND TEACHER EDUCATION IN THE SOLOMON ISLANDS**

Sitaniselao Manu

### **9.1 Country background**

#### **9.1.1 National Statistics**

The people of Solomon Islands live on more than 300 inhabited islands scattered over 1.6 million square kilometres of ocean. Most of the islands have rugged, mountainous interiors, and settlements are usually confined to coastal zones.

The population is approximated at 530,000, which is predominantly Melanesian (93%), and with a population density of fewer than 17 people per square kilometre – one of the lowest in the Pacific. Melanesian pidgin is used as the lingua franca in much of the country, with more than 120 languages (or 88 distinct languages).

Over a third of the population are under 15 years old, with more than 80-85% of the whole population living in rural areas. The 1999-based annual birthrate of 2.8% is considered one of the highest in the region, although recent estimate puts the annual growth rate in 2006 at 2.6%. In addition to Honiara, where about 54,600 people live, there are nine provinces in Solomon Islands: Central Islands, Choiseul, Guadalcanal, Isabel, Makira-Ulawa, Malaita, Rennel-Bellona, Temotu and Western. A key characteristic of Solomon Islands' population is the uneven distribution between provinces. Malaita, the most populated province, is larger than Guadalcanal and Honiara combined. Actual population densities are higher because settlement is confined to the habitable areas on the coastal fringe.

#### **9.1.2 Education Sectors and Providers**

Formal education is the responsibility of Solomon Islands Ministry of Education and Human Resource Development (MEHRD).

The primary education in Solomon Islands currently covers a formal span of seven years; it begins with a preparatory class, and this is followed by six years of schooling. Children are expected to begin at the age of six or seven years. However, the current law allows parents to enrol their children at primary school at any time between the ages of six and nine years.

In addition to the Early Childhood Education (ECE) and primary education levels, there are three different types of secondary schools: national, provincial and community schools; both the provincial and community schools have primary school levels.

The provincial secondary schools are often restricted to enrolling students from the province, and are administered by the provincial government. These schools are traditionally under-resourced and do not offer an academic education, which is the basis for some parents' dissatisfaction.

Community high schools, which first started as primary schools, grew out of the frustrations of village and urban parent communities who wanted these schools to provide secondary as well as

primary education (Sanga and Maneipuri, 2002). These schools, unlike others, were established and owned by the communities, and students are enrolled with the primary purpose to meet local needs.

A summary of the 2007 proposed recurrent establishment register for the teaching service (total of 5377) as compared to the 2006 register (total of 6453) is shown in Table 1 for all 22 Education Providers.

**Table 24: Summary of the 2007 proposed recurrent establishment register for the teaching service**

<b>Education Authority</b>	<b>2007</b>	<b>2006</b>	<b>Education Authority</b>	<b>2007</b>	<b>2006</b>
Central Islands Province	328	314	Malaita Province (Northern)	356	318
Choiseul Province	297	240	Malaita Province (Southern)	342	352
Christian Fellowship Church	117	88	Private School	70	32
Church of Melanesia	192	152	Rennel-Bellona Province	40	57
Church of the Living Word (CLW)	17	13	Roman Catholic Church (RCC)	130	63
Guadalcanal Province	806	626	Seventh Day Adventist Church (SDA)	564	325
Honiara City Council	396	372	South Seas Evangelical Church (SSEC)	281	250
Isabel Province	304	293	Temotu Province	284	288
Makira-Ulawa Province	465	436	United Church	318	73
Malaita Province (Central)	549	411	Western Province	354	498
Malaita Province (Eastern)	236	169	TVET-Vanga Teachers' Training College	7	7

### **Primary Education Statistics**

The Primary Education in Solomon Islands is not compulsory or entirely free. It currently covers a formal span of seven years; it begins with a preparatory class, and this is followed by six years of schooling. Children are expected to begin at the age of six or seven years. However, the current law allows parents to enrol their children at primary school at any time between the ages of six and nine years.

The purpose of primary education is to introduce children to the basic skills needed for writing, reading, mathematics, community studies, science, agriculture, art, music, physical education and Christian education. The primary school curriculum has been reviewed, with work on primary Mathematics and English for Standard 1 to Standard 6 now completed. Development of other subjects is to follow.

According to Solomon Islands Ministry of Education and Human Resource Development's (MEHRD, 2006) Digest of Education Statistics, there were 100,953 primary school students in the country in 2006. This total includes 20,348 students enrolled in the preparatory year.

The basic education level has a total of 118,757 students between Prep and Form 3. The table below shows details of primary enrolment, together with gender distribution in the age-levels of 6 to 12 for 2006.

**Table 25: Primary enrolment**

	Gender	Official Age Range	Total Enrolment	Enrolment of Official Age Range	Population (estimated)
Primary	Male	6 to 12	53,078	40,905	44,878
	Female		47,642	37,297	41,264
	TOTAL		100,720	78,202	86,142

Source: Solomon Islands MEHRD Digest of Education Statistics 2006

Solomon Islands MEHRD's Annual Report 2006 noted instead that there were 3964 primary school teachers in 2006 compared to 2455 teachers in 2005, with a teacher:pupil ratio of 1:25.

Over the period 2004 – 2006, the primary school gross enrolment ratios (GER) were well over 100% for new entrants into Standard 1 and were reported to be almost even between boys and girls.

The primary net enrolment ratio fluctuates over the last three years with 86% in 2004, 94.6% in 2005, and 91.5% in 2006. A report (Manu & Sanga, 2007), commissioned by UNICEF Pacific, on education in Solomon Islands indicated that this ratio may be much lower than as reported.

There is a steady increase in passing rates through Solomon Islands secondary entrance examination over the last three years, with figures of 70%, 89% to 95%.

A phase one of the primary school infrastructure programme was implemented in 2006, with creation of storage, library and office spaces in 109 primary schools, including 56 schools with new double classrooms.

All primary school students (99.1%) were supported by the provision of a per capita grant system, totalling SB\$21,797,820.

A summary in a Teaching Service Handbook of school remoteness by Provinces shows that over half of the schools (56.3%) are located (in relation to where teachers live) in Zones 1 and 2, compared to Zone 0, which is within the vicinity of the teachers (MEHRD, 2007a).

**Table 26: Number of schools in zones**

Province	Zone 0	Zone 1	Zone 2	Total
Central Islands	30	9		39
Choiseul	6	3	39	48
Guadalcanal	63	26	15	104
Honiara	28			28
Isabel	7	17	8	32
Makira & Ulawa	16	15	32	63
Malaita	86	36	39	161
Rennell & Bellona			13	13
Temotu	2	4	34	40
Western	48	15	63	126
Totals	286	125	243	654

## **9.2 Teachers and teacher education**

### The Solomon Islands College of Higher Education

1. Solomon Islands College of Higher Education (SICHE) is the country's only provider of post-secondary education.
2. There are seven schools, including the School of Education, in SICHE. The college was established in 1983 and it now offers pre-service and in-service training in both academic and technical and professional disciplines, leading to formal awards from certificate to advanced diploma levels.
3. Part of the development at SICHE is to make sure that pre-service curricula and teaching and learning processes anticipate and reflect proposed changes in school curriculum and assessment.
4. SICHE is accredited by an appropriate overseas accreditation agency (Universities of Waikato, South Pacific and Papua New Guinea) in order to improve the quality of its teacher education programme. In addition, the MEHRD has developed various programs for teachers including a module for School Leadership and Management.

### The School of Education

1. The School of Education (SOE) branch of SICHE is the only teachers' training college in Solomon Islands. The Government is responsible to ensure that its one teachers' training college is well supported and resourced, is itself staffed by well qualified teachers or lecturers, has a sound system of quality assurance in place, and is able to deliver quality programmes.
2. The SOE provides the trainings of student teachers by pre-service and in-service modes. Its mission is not only to meet the need of trained teachers but also to ensure high quality, well educated teachers who are aware of their roles as change agents that provide relevant education for all Solomon Islanders.
3. In 2005, Taylor and Pollard reported in their review of the School of Education that one of its key strength is the academic qualifications of its staff which they found to be a "very well qualified institution". It is interested to compare this to the qualification status of the current School's staff.
4. SOE has established a three-year institutional link with the School of Education at the University of Waikato in New Zealand. The project focuses on the quality of teacher education provided at the SOE-SICHE. NZAID also funds this programme through its technical assistance facility.

### Primary School Teachers

In 2006, a total of 3,853 primary school teachers in the Solomon Islands education system was reported (MEHRD, 2007) compared to a total primary school student enrolments of 100,953. Church primary schools made up of 652 teachers while the provincial primary schools have 3,143 registered teachers in 2006. The rest of the teachers were from other education providers (refer to 9.1.2).

## **9.3 Legislation and employment frameworks**

### Teacher Education Service

In addition to SOE, there are three other teacher education divisions that play significant roles in Solomon Islands education system: Teacher Training and Development Office; Teaching Service Division; and Technical Vocational Education Training (TVET). Vanga Teachers' College, which is located in the Western Province, provides the training of TVET instructors.

### The Teacher Training and Development Office

1. The Teacher Training and Development (TTD) Office was established in mid 2004 as part of the Education Strategic Plan 2004-2006. The objective of this Office is to contribute to the

improvement of the quality of education. It is charged with the responsibility for planning, managing, monitoring and coordinating teacher training and development programme implementation, including the National Teacher Development Plan.

2. The TTD Office needs extra staff to organize effective in-service training in the country particularly with the high proportion or one-third of all primary teachers are untrained.
3. The TTD Office has completed a learning module on ‘School Leadership and Management’, training 50 education officers and senior school teachers who will assist in the training of others school teachers.

#### Teacher Service Division Office

1. The Solomon Islands Teaching Service Division (TSD) Office acts as the administrative arms of the Teaching Service Commission (TSC) and the MEHRD. The TSD Office issues teacher registration certificate, monitors and facilitates teacher appointments, promotion and demotion, and salary payments. In addition, it is tasked with development and review of the national scheme of service for teachers plus maintaining professional and administrative links with other Education Authorities.
2. In the MEHRD’s Annual Report 2006, the TSC Office was reported to have been able to deliberate on a total of 1173 submissions from various Education Authorities that relate to teacher management and development (new appointments, reinstatements, promotions, etc).
3. The capacity of TSC is still needed to improve as some cases in the past were delayed particularly in the appointment of teachers and payments of staff allowances/salaries even though they were teaching in schools. Extra staff is also needed to organize effective in-service training in the country particularly for the one-third of teachers who are yet to be trained for primary education service.
4. A Teacher Tracking Study was initiated, and involved 27 workshops (and 700 participants) in the provinces in its Phase 2 activities.
5. The Track Study resulted in the introduction of a new Teaching Service Handbook. The Teacher Service Handbook prescribes formal registration and contracting of all teachers in order to increase efficient resource management, maintain standard of quality and to ensure public confidence in the profession. This new Handbook also outlines the revised payroll process along with data that relate to teacher and school numbers in each Education Authority. It also includes policy on the conditions of employment for teachers, including procedures for recruitment, deployment, salary scales, promotion, training, performance review and code of conduct.
6. A teacher management system such as the Teacher Tracking Study allows identification of 5652 total teachers in the government’ payroll, about 293 “ghost teachers”, most were eventually claimed by the Education Authorities.
7. While there is improvement to be made, the Tracking Study has given rise to proper data management and enhanced teacher and school information. For instance, data from the Teacher Tracking Study 2003 show that teachers teach almost exclusively in their own province (Taylor and Pollard, 2005). Hence trainees at the School of Education were selected from across the provinces.
8. Limited capacity is a challenge for the Teacher Service Division. Recruiting staff for vacant positions is often slow; lack of understanding the proper procedures for submission of cases by Education Authorities, teachers’ frequent complaints about unpaid salaries or allowances, and a few members of its staff needs computer skills.
9. The TSD Office has expected an increased total number of teachers starting in 2007, and this comes with an increased work-load. The performance of the TSD Office will improve if current vacant positions are filled, a provision of additional computers are provided with on-going training for staff members, and improved administrative and professional link with Education Authorities is made, including the use of appropriate and relevant documents in decision making.



## 9.4 Teacher-related and teacher education policies

Some findings:

1. In 2006 MEHRD's Annual Report, a number of pressing problem areas within the teaching profession was recognized:
  - shortage of teachers in schools;
  - existence of more than 1300 untrained teachers;
  - limited opportunities for in-service programmes;
  - needs to improve management skills for teachers at all levels;
  - review of teacher training curricula; and
  - increase of pre-service teacher training output.
2. The Teacher Training and Development (TTD) Office worked with the School of Education to address the problem areas listed above by working towards increasing teacher training and development, collaborate with the University of Waikato's School of Education in reviewing SOE's teacher training programmes, finalise learning module on 'School Leadership and Management' for teachers, and strengthen both on-campus and distance teacher training education and improving the use of data management system for quality decision-making.
3. The TTD Office was constrained by its limited human resources capacity, non-existence of locally, affordable teacher training programmes, dependency on its sole local teacher training institution, and unavailability of a formal policy to facilitate a more coherent approach to teacher training and development.
4. In moving forward, the TTD Office focuses on strengthening the professional development programmes for teachers through collaboration with SICHE-SOE or USP and other institutional partners.
5. Following the review of the SOE programmes and courses, the first "teachers-in-training" or Pana'ara programme for at least 200 untrained teachers was implemented in mid 2007. This led to a certificate in primary school teaching and diploma in secondary teaching. In addition, development of various modes of learning within the teacher training institutions will increase training output.

Teacher Education Policy:

1. The Solomon Islands Education Strategic Framework 2007 – 2015 outlined key education policy areas that have been identified as the critical issues with which the MEHRD will need to engage in order to achieve its central goals for the next eight years. The areas of Universal Basic Education, Teacher Supply and Teacher Quality are specifically related to the TEP project, and the following key policy issues in Solomon Islands have been identified:
  - How can Solomon Islands deliver universal basic education to all children of primary school age?
  - How can Solomon Islands secure an adequate supply of well-trained and qualified primary school teachers to meet the education needs of its rapidly expanding school population?
  - How can Solomon Islands ensure that all primary school teachers meet appropriate standards of quality?
2. It is desired that universal basic education in Solomon Islands be provided for all children in the primary education sector. To do so, education must be compulsory and free. In addition, education has to be supported by an adequate supply of well qualified, trained, committed and competent teachers who are also able to meet the educational needs of the children and are able to motivate and encourage all children to learn. The key issue in Solomon Islands is whether the current national teacher development plans can deliver the required number of teachers of appropriate quality and whether the existing teachers have access to appropriate professional development?

## Universal Basic Education

1. It is desired that universal basic education in Solomon Islands be provided for all children in the primary education sector.
2. The education policy issues include:
  - How the Government can move towards accepting responsibility for providing a universal basic education for all primary school children given the constraints of limited resources?
  - What implications there are for the age at which primary schooling should begin?
  - What implications, if any, the policy of universal basic education for all primary school pupils might have for revising staffing arrangements (e.g. pupil:teacher ratios) at all levels of the primary school system?
  - How to improve the partnership between the Government and non-Government education authorities?
  - What policy on equality of teaching/learning across all systems?
  - What intervention or combination of interventions is appropriate?
3. The Solomon Islands Government has considered the following interventions:
  - Identification of the recurrent cost implications of enrolling all Solomon Islands pupils aged either 6 or 7 and over in primary schooling
  - Maximising student learning outcomes using a range of strategies and options with additional resources.
  - A comprehensive plan for moving to fully-funded free primary school education.
  - Improved public perceptions regarding the quality and desirability of education at primary schools
  - Review whether the framework in place can field sufficient qualified teachers to support universal attendance at primary school.
4. Furthermore, the Government has included in its National Education Action Plan the following proposed investments:
  1. Develop policy on age at which attendance at school is compulsory
  2. Develop and approve the universal primary education plan
  3. Provide guidance and technical support to school and systems in helping them to identify critical constraints to quality improvement, and to design school improvement plans
  4. Provide additional funding support for pre-service education for training of primary school teachers at SICHE
  5. Provide help to schools with school improvement grants
  6. Provide per capita grants to Government and non-Government schools for non-salary recurrent costs
  7. Assess the impact of school improvement grants

## Teacher Supply

1. The education policy issues include:
  - Education has to be supported by an adequate supply of well qualified, trained, committed and competent teachers who are also able to meet the educational needs of the children and are able to motivate and encourage all children to learn.
  - More effective forecasting, planning and monitoring of teacher supply in Solomon Islands
  - Develop policy on appropriate sources of future teachers
2. The Solomon Islands Government has indicated considering the following interventions:
  - To create a more “level playing field” in the teaching labour force by moves to decentralize functions such as appointment of staff, and fostering an environment in which

non-Government systems compete for teaching staff on an equal basis with Government schools.

- Set up a team to identify the information required to predict short and longer term teacher supply needs in Solomon Islands, and to develop appropriate policies on teacher supply and quality. Therefore is a need to include more effective forecasting, planning and monitoring of teacher supply in the Solomon Islands. The latest Educational Strategic Framework 2007 – 2015 reports that the development of a robust model is needed to forecast future teacher supply needs for the Solomon Islands accurately. In addition, appropriate information in order to develop a coherent and financially sustainable strategy for balancing pupil:teacher ratios, conditions of service for teachers, etc.
  - Appoint a teacher recruitment officer to attract young people into the teaching profession. A public relations exercise to promote the teaching profession.
  - Setting up a regional teacher recruitment programme that targets expatriate teachers from elsewhere in the Pacific. There is an international market for qualified teachers in specialized areas and it is essential to monitor the dynamics of the supply and demand equation as there is an increased international market for qualified teachers in specialized areas. However this is considered only when there is an evident shortage of teaching skills.
  - Set up a public relations exercise to promote the teaching profession.
  - Introduce more contest into the teacher education “market” and consider and possibly allow other providers to train teachers.
  - Approach donors for assistance with specific proposals on teacher support and/or teacher development programme.
  - Request technical assistance to develop teacher supply model and database to forecast Solomon Islands teacher supply needs for primary education sector over the medium term.
  - Offer incentives to attract previous teachers back into the teaching profession
3. The Government through MEHRD will support the following investments during 2007-2009:
- Analyse school population projections and trends over a ten-year frame. A labour market response may be needed if monitoring discloses that there are teacher shortages occurring.
  - Study patterns in teacher retention, mobility and loss rates plus database on numbers and location of teachers in the community pool. Trend analyses of teacher mobility and past and future teacher loss rates (including teacher retirements) are required.
  - To set up a team to develop appropriate policies on teacher supply and quality. A review of policy is required on teacher recruitment and retention, and teacher preparation in and beyond the Solomon Islands, including policy on the annual intake to SICHE (or other providers such as USP). In addition, there is a need to ensure that (competent, trained and well-qualified) teacher shortages do not occur, verify any exodus of teachers, and to identify which parts of the teaching profession are experiencing loss rates (including retirements), and the reasons for any trends that may be emerging, and also to develop policy on appropriate sources of future teachers needs;
    - Engage in time series analysis of real teacher wage patterns
      - Analyse trends in advertisements for teacher vacancies
      - Analyse time series data on intakes at SICHE
      - Identify options and incentives to introduce “contestability” into the teacher education market
      - To develop a coherent, information-based strategy to ensure a supply of adequately trained and motivated teachers. This work will be undertaken in close collaboration with Ministry of Finance and other Government agencies.
4. The MEHRD has therefore expected:
- a comprehensive “model” of teacher supply and demand, under a range of assumptions,

- an analysis of the long-term cost implications of teacher upgrading and improvements in remuneration, in the context of possible savings related to improved teacher pupil ratios,
  - a progress report on the impact of current initiatives to strengthen SICHE, and an assessment of the increased numbers of pre-service trainees that will be enrolled over the period 2007 and 2015, and
  - identification and costing of options to increase alternative modes of teacher training provision.
5. Nevertheless, the MEHRD has also included in its National Education Action Plan the following proposed investments:
- Finalise the National Teacher Training and Development Policy
  - Review the National Teacher Training and Development Plan
  - Develop a robust teacher supply and demand projection model(s) to forecast future teacher supply needs for Solomon Islands; this includes developing a coherent, information-based strategy to ensure a supply of adequately trained and motivated teachers.
  - Develop an improved teacher database.
  - Support field-based training approaches to upgrade skills of unqualified primary teachers.
  - Fund abbreviated teacher training courses for university degree graduates.
  - Recruit overseas teachers to teach in Solomon Islands.
  - Undertake time series analysis of data on intakes at SICHE and real teacher wage patterns;
  - Undertake a tracer studies of new teacher trainees and teacher recruitment and retention
  - Investigate “contestability” strategies and provide funding for alternative approaches to teacher education and teacher supply

#### Teacher Quality

1. The MEHRD conducted a national workshop in 2006 and consequently endorsed teacher training as one of four priority areas for the future development of the primary school sector in Solomon Islands. It also led to a discussion about whether Solomon Islands need another teacher training institution to increase the output of its pool of trained or qualified teachers.
2. The key issue in Solomon Islands is whether the current national teacher development plans can deliver the required number of teachers of appropriate quality and whether the existing teachers have access to appropriate professional development?
3. In the National Education Action Plan 2004-2006, the MEHRD outlined an objective that the proportion of teachers to be certified or have completed a certified training by 2006 has to be greater than 70%. This has yet to be met since 33% of all teachers is reported to be untrained. Two other objectives have been targeted: the average teacher:pupil ratio in the primary education sector to be 1:30 or less, and the average number of pupils per primary classroom to be less than 30.
4. The education policy issues include:
  - The key education policy issues relate to ways of raising the standard of teaching, improvements to the quality of pre-service and in-service teacher education, and whether formal registration of teachers is required in order to maintain standards of quality and ensure public confidence in the profession.
  - A key priority issue is developing a strategy to improve and upgrade the skills of the existing teaching work force, particularly the estimated 1300 unqualified teachers in the primary school sector, and providing professional development programmes (in-service training) for the primary-trained teachers who now teach at junior secondary levels in Community High schools. It is important to note that a larger portion of the education budget was allocated for the preparation and implementation of the training of untrained teachers in the country for 2007.
  - Maintaining a core of trained specialists in teacher education at SICHE, and should ensure that teacher education specialists are accessible to the various education systems for

- assistance with in-service delivery, curriculum review and development, and examinations expertise.
- Solomon Islands consider the quality of teaching as the single most important factor that relates to the quality of student achievement. That is, effective learning in schools depends upon effective teaching.
  - Selection of trainees for teaching must be based on quality criteria.
  - Policy on the remuneration of teachers. Assess and monitor recent increase in remuneration of teachers to determine if it has resulted in improvements in quality. The difficulty in recruiting and retaining staff suggests that a labour market response may also need to be a factor in the recipe for improving quality.
5. Education should be of high quality, should promote student achievement at a high level, and should meet individual and national needs. To do so, education should be delivered by competent, qualified and motivated teachers. The Solomon Islands MEHRD therefore sees teacher training as an important priority, and that teacher training is needed both to train teachers to teach in schools and to train TVET teachers. The Government has a particular responsibility to ensure that its one teacher's training college, SICHE/SOE, is well supported and resourced; it's staffed by well qualified teachers or lecturers, has a sound system of quality assurance in place, and is able to deliver quality programmes.
6. The Solomon Islands Government has considered the following interventions:
- Initiate programme to raise standard of teaching and improve the quality of pre-service and in-service teacher education and hence up skill existing teachers.
  - To establish an Advisory Committee on Teacher Education which is concerned with advising on pre-service and in-service teacher education? The Advisory Committee is also tasked with ensuring that the present impediments to all teachers' access to professional development are eliminated.
  - To form an in-service development group involving teachers from all education systems along with MEHRD officers. A teacher development plan will be prepared that sets out initiatives for improving the quality of teaching. This includes introducing access to degree and/or diploma programmes for existing teachers and providing a programme to support and up skill the school inspectorate. Facilitate field-based training to upgrade skills of unqualified teachers in the service.
  - Develop alternative school-based models of teacher training using a mentor system
  - To include teacher exchanges with neighbouring regional countries as a way of raising skills, investments in research and development for teachers, strengthening of teacher appraisal systems, and development of a teacher programme for untrained teachers
  - Incentives will be developed to improve the quality of teaching by encouraging existing teachers to improve their existing qualifications by undertaking degree studies. Support teachers who enrol in USP programmes to upgrade their qualifications through distance education or summer schools
  - There is a need to cater for leadership and management needs of school leaders.
  - The recent increase in teacher remuneration will need to be monitored to determine if it has resulted in improvements in quality.
  - To consider whether a policy to increase teacher-pupil ratios is warranted in order to reduce the overall number of teachers and free up funds that could then be targeted at providing incentives to teachers to raise their qualification standards and performance.
  - To review the teacher appraisal system with the view of developing more positive incentives for teachers to improve the quality of their performance.
  - Review whether skills and capacity of practising teachers are being adequately developed. In addition, the development of an alternative school-based model of teacher training using a mentor-system is planned.

7. The Solomon Islands MEHRD currently undertakes reforms to improve the teacher education system. Policy and a teacher development plan is to be prepared (encompassing both in-service and in-service training) that sets out initiatives for improving quality of teaching at all levels of the education system. One policy that has significant impact upon the quality of teaching is the policy on the remuneration of teachers – labour market response may need to be a factor in the recipe for improving quality.
8. Furthermore, the Government has included in its National Education Action Plan the following proposed new investments:
  - The Government must strengthen SICHE and SOE including the need to develop improved facilities at SICHE/SOE.
  - Establish a “twinning” arrangement between SICHE/SOE and an accredited overseas provider for delivery of teacher education degree programmes. This process has already been initiated by SICHE/SOE through contact with the University of Waikato with the view of improving the quality of teaching programmes at SICHE/SOE
  - Strengthen in-service programmes including forming an in-service development group involving teachers from all education systems along with MEHRD officers. A teacher development plan will be prepared that sets out initiatives for improving the quality of teaching.
  - Provide a programme to support and up skill the school inspectorate
  - Develop improved facilities at SICHE/SOE
  - Introduce access to degree and/or diploma programmes for existing teachers
  - Replace the two-year certificate for primary teachers with a revised three-year Diploma in Teaching.

## 9.5 Teacher Education Programs

The School of Education delivers all courses in four teacher training programmes: Certificate in Teaching Early Childhood Education, Certificate in Teaching Primary, Diploma in Teaching Secondary (Pre-Service) and Diploma in Teaching Secondary (Advanced Standing). Currently, there is a two-year Certificate in Teaching programmes in ECE and Primary and a three-year Diploma in Teaching programme for Secondary. A one-year Diploma in Teaching Secondary (Advanced Standing) is also offered. The table below shows the enrolment number in each programme.

<b>Programme</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>TOTAL</b>
Certificate in Teaching ECE	40	35		75
Certificate in Teaching Primary	133	132		265
Diploma in Teaching Secondary (Pre-Service)	117	92	124	333
Diploma in Teaching Secondary (Advanced)	48			48
<b>TOTAL</b>	<b>338</b>	<b>259</b>	<b>124</b>	<b>721</b>

The SOE however is currently planning two new changes to its existing programmes. The three-year Diploma in Teaching Secondary will be reduced to a two-year programme by January 2009. This reform will allow moving the Certificate programme to the summer whereby an in-service summer training programme is to be delivered in four blocks of six weeks, which is equivalent to a one-year course. This new training programme, which is scheduled to finish in January 2009, has just started in June 2007 with 250 student teachers in total enrolment (200 primary and 50 secondary). There has been pressure already from the Government to add another cohort.

With the help of the MEHRD, the School is hoping to put in also a leadership and management training programme for those teachers who are in positions of responsibilities. According to the MEHRD's Annual Report 2006, there are four core objectives which define SOE's activities, which are contained in the Education Sector Investment and Reform Programme (ESIRP) for 2006: one, to achieve an average annual enrolment of 260 thereby providing an average of 233 new teachers annually from 2004 to 2015; two, to review current programmes and to replace the current two and three-year teacher training programmes; three, to seek development partner support to assist in teacher training at SICHE; and four, to enhance capacity in lecturers and improve on infrastructure at SOE.

The School of Education was determined to continue with its current pre-service teacher training programmes with an enrolment of 670 student teachers for 2007. Compared this to 2005, there were 771 students in total; 365 females and 406 males student teachers.

The implementation of planned activities under the SOE-Waikato partnership was to continue in 2007. However, a move towards upgrading its existing programmes began with a review first of its current courses and programmes. Furthermore, the SOE has prepared a training package for untrained teachers to be delivered through summer school and DFL mode.

## 9.6 Teacher Education Curriculum

Currently, the School of Education offers the following programme-areas:

<b>Pre-Service Majors</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>TOTAL</b>
English/Social Science	24	14	29	67
Mathematics/Business Studies	23	16	24	63
Science	23	26	29	78
Home Economics	25	18	22	65
Industrial	22	18	20	60
<b>TOTAL</b>	<b>117</b>	<b>92</b>	<b>124</b>	<b>333</b>

A revised Primary Curriculum Profile, with new time allocations for the subjects has been approved.

SICHE/SOE will be supported, through donor assistance and by the MEHRD, to ensure that in the primary education sector:

- pre-service curricula and teaching and learning processes anticipate and reflect proposed changes in school curriculum and assessment;
- the SICHE is accredited by an appropriate overseas accreditation agency, in order to improve the quality of its teacher education programmes;
- the SICHE curriculum is strengthened in areas of diagnosis and remediation of children's learning difficulties and working with children with special needs
- the SICHE curriculum is further strengthened in areas of language and literacy learning (bilingual literacy)

## 9.7 Teacher Educator and Student Teacher

The SOE currently has a total of 41 academic staff and 6 administrative and support staff. Of the 41 academic staff, there is one with a PhD degree, 6 with Master's, 27 with Bachelor's and 7 with Diploma degrees.

The SOE-SICHE encountered some significant challenges in 2006. Among these was lack of capacity in its staff to implement planned activities with partner institutions, notably the University of Waikato and the University of the South Pacific. The SOE staff was uncommitted to programme review activities due in part to lack of incentives. This impacted on and was reflected in the delivery of programmes. In addition, the needed funding for resources and improvement of infrastructure was either unavailable or inadequate.

Other issues that are important to the SOE are attitudes and professionalism for trained and untrained teachers, motivating them to stay in the force, and the needs to identify retention rates for teachers, and more so about how to deal with loss of teachers.

A total of 694 student teachers enrolled in the four teacher training programmes at SOE in 2006. There are 129 enrolled in year one and 175 in year two of the Certificate in Teaching (Primary) programme. Table 4 summarises the enrolment figure in comparison with other programmes. All enrolled student teachers were supported under the NZAID bursaries, in terms of tuition, meals, accommodation and TE allowances.

Table 26: SOE enrolment figures

<b>Programmes</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>TOTAL</b>
ECE	34	26		60
Primary	129	175		304
Secondary	86	112	79	277
Advanced Studies	53			53
<b>TOTAL</b>	302	313	79	694

While actual figures are yet to be compiled, the majority of SOE’s intakes are from Form 6 graduates, with some Form 5 and Form 7 graduates.

In 2006, 26 graduated with Certificate in Teaching (ECE), 175 with Certificate in Teaching (Primary) and 122 with Diploma in Teaching (Secondary). The most common criticism about the graduates of the programme has been their lack of professionalism. This has been the case in the Taylor and Pollard (2004) study.

### **9.8 The Teacher Graduate (status, quality, deployment, etc.)**

The Government of Solomon Islands through the MEHRD (2007b) has identified in its National Education Action Plan 2007 – 2009 that one of its key challenges is “ensuring that there are enough well trained teachers to deliver a quality education” (p. 7). The MEHRD also reported that one of the main constraints and issues in Solomon Islands at the primary school level at least is a shortage of trained teachers. In this regard, a high quality of learning is expected at the primary school level if provision of an adequate number of qualified teachers is achieved.

In Solomon Islands, a huge percentage of teachers are neither certified nor qualified. Certified or “trained” teachers are teachers who have undertaken professional teacher training, and the minimum required academic qualification is completion of a teaching certificate programme. Qualified teachers



on the other hand must have the required academic qualification to teach. The minimum qualification for primary teachers is completion of Form 5 and for secondary teachers is Form 6.

Table 5, which was taken out of the Digest of Education Statistics 2006, summarises the percentages of qualified and certified teachers between 2005 and 2006.

Table 27: Qualified and certified teachers 2005, 2006

	Qualified		Certified	
	2005	2006	2005	2006
Male	69.4%	66.0%	65.7%	63.2%
Female	51.4%	49.6%	50.4%	48.6%
<b>TOTAL</b>	<b>61.3%</b>	<b>58.5%</b>	<b>58.7%</b>	<b>56.5%</b>

The majority of teachers are between 25 and 35 years old. The 56.5% total of certified teachers in 2006 is still well below the 70% target that was initially set for the period 2004-2006 (MEHRD, 2007).

While the supply and demand need of teachers in primary education continues to increase, the quality of the primary school teaching staff desperately needs to be monitored and improved. The issue of unqualified and untrained primary school teachers requires immediate attention of the MEHRD. The MEHRD recognizes that appropriate teacher development strategies are needed to address how the untrained teachers in Solomon Islands will be “up skilled”. Lack of management skills by head teachers in some primary schools and lack of training of teachers in how to use new curriculum materials are also areas of concern in primary education.

At the primary school level, about 67.3% of all teachers were considered qualified; that is, about one-third of primary teachers in 2005 were unqualified. In the MEHRD’s National Education Action Plan 2007 – 2009, a total of 3,964 primary teachers did serve in 2005. The teacher-student ratio was reported as 1:25.3 (MEHRD, 2007).

A three level cascade in-service training for teachers on the Primary Nguzu Nguzu English and Mathematics materials has been expedited: two-week workshops in Auki, Honiara and Gizo.

A provincial summary of Primary school teachers for 2006 is shown below. Overall, over one third or 34.7% of primary teachers in the country were unqualified; meaning these teachers did not meet the minimum qualification requirement for primary education, which is completion of Form 5.

Province	Female	Male	Total	% Qualified
Central	63	156	219	76.3%
Choiseul	124	87	211	62.6%
Guadalcanal	270	359	629	59.3%
Honiara	209	106	315	83.5%
Isabel	69	117	186	89.2%
Makira & Ulawa	98	198	296	75.3%
Malaita	395	762	1157	53.8%
Rennel & Bellona	10	42	52	53.8%
Temotu	69	138	207	80.2%
Western	298	283	581	64.5%
<b>TOTALS</b>	<b>1605</b>	<b>2248</b>	<b>3853</b>	<b>65.3%</b>

## **9.9 Resources for Teachers**

At the School of Education, a major improvement in the provision of resources and upgrading of facilities was reported for 2006 (MEHRD, 2007a). Instructional resources were purchased with unit books provided for student use. In addition, new computers for staff use were also provided. Most of the repair and maintenance work focused on classrooms and the main administrative office, and a number of the staff houses were reported to be repaired and refurbished with furniture, stoves and refrigerators.

The Solomon Islands' MEHRD reported that one of the main constraints and issues in Solomon Islands primary education is lack of teaching resources. Therefore one of the strategic goals and outcomes to improve quality of primary education is a provision of adequate number of modern, relevant teaching and learning materials, facilities and equipment.

Physical condition of primary school buildings (classrooms, staff houses, and other buildings) in the majority of primary schools is generally poor. The MEHRD has recommended conducting a more comprehensive and detailed inventory of primary school property. A similar work has recently been done in both the tsunami-affected provinces of Western and Choiseul.

Distribution of all Years 5 and 6 Nguzu Nguzu English and Mathematics textbooks was reportedly achieved (MEHRD, 2007a).

There was a recommendation to develop publication of a regular teachers/education newsletter and radio information service.

## **9.10 Projects for teacher and teacher education**

The MEHRD's Planning, Coordination and Research Unit (PCRU) provides management capacity for major projects, data collection and analysis of the system and coordinate research and studies. The Unit's main objectives are: to develop, monitor and review the Education Strategic Plans such as those related to Teacher Education programs; to coordinate collection, entry and analysis of education data for information and planning purposes; and to coordinate Research into problem areas of education.

The Payroll Tracking Study of Primary School Teachers was funded by NZAID (2004) to assist with developing a framework within which the payroll functions, teacher management and recruitment can be improved.

Apart from Taylor and Pollard's (2005) review of the School of Education, there are very few projects that have been done on teacher education in Solomon Islands. None on either teacher or primary education has been put through PRIDE.

Another study that was done but with minimum information on teacher education was funded by OXFAM New Zealand and conducted by Wrightson (2007) on "Education Sector Engagement Programme: Quality Education Research Project".

## 9.11 Summaries: Key Issues for teachers and teacher education

### Access and Equity

There has been a steady increase in primary school enrolments from 1990 (57,720), 1993 (70,103), 1999 (74,230), 2003 (85,958 enrolments) to 2006 (100,953 enrolments) in Solomon Islands primary schools. This is about 17.4% increase in the last three years, which is equivalent to about 5.8% annual growth rate compared to the 2.8% of the population growth rate. This increase is anticipated to continue and so is the projected number of teachers.

Planning is needed to ensure there are sufficient trained teachers with enough classrooms available.

### Teachers Supply and Demand

There appears to be a need in Solomon Islands towards assessing attrition rates within the existing teacher work force in order for the MEHRD to plan and define policy better for the future. A recommended supply of more than 100 teacher trainees to be trained each year in 2007, 2008 and 2009 was put forward (NEAP 2007-2009), and the School of Education has responded by reviewing and restructuring its teacher education programmes for the next three years. Among the new programmes is the introduction of short-term programmes and upgrading qualification programmes from certificates to diplomas and diplomas to degrees.

A poor assessment rate of teachers due to only a few inspectorates (only 17 staff members) involved with an inspectorate: teacher ratio of 1:332.

A quick response to the emergency situation in the tsunami-affected provinces in areas of teacher demands and needed (and particularly urgent) human and physical resources at the primary school level.

Inability of local training providers to appropriately respond to the training needs of teachers.

Dependency on a sole local teacher training institution (SOE), with limited facilities and capacity/capability to train teachers in adequate numbers and qualities required.

### Teachers' Qualifications

Developing strategies to address the issue of unqualified and untrained teachers is not only an immediate but also a top priority agenda in Solomon Islands towards improving quality of primary education.

A range of professional development strategies needs to be developed including upgrading the skills of teachers currently in the service. Suggested strategies from the MEHRD involves extending numbers of trainees at the SICHE, increase enrolment in USP Distance and Flexible Learning (DFL) programmes, mentoring of existing untrained teachers by experienced professionals, and provision of professional development opportunities through in-service training.

Another suggested strategy is launching of a field-based training programme, including establishment of a network of tutors and mentors, for the estimated 1300 untrained teachers. This plan is considered a high priority in order to improve standards in the primary school classrooms.

So the overall recommendation is to increase the number of trained primary school teachers, to increase the number of trainees enrolling in pre-service primary teacher training, and to provide in-service training programmes for all teachers.

There is a concern towards qualification of teachers in areas of special education and in dealing with over-aged students at the primary school levels. Solomon Islands reported a primary gross enrolment ratio of 110.8%, 120.2% and 116.9% for the period 2004-2006 although a recent study, commissioned by UNICEF Pacific (Manu and Sanga, 2007); found that the figure is much higher than reported.

#### Policy Development and Implementation Plan 2007 – 2009

The establishment of the TED Office was the first step and an increase in its staff establishment to meet the capacity for planning and implementation of its proposed range of teacher training and development courses. In addition, a comprehensive policy framework for the education and training of primary school teachers is to be developed.

The Teacher Education and Development Office has recently drafted a Policy Development and Implementation Plan (PDIP) for 2007 – 2009. The Plan addresses two key strategic goals from the National Education Action Plan 2007 – 2009, which also documents and costs pre-service and in-service teacher training and development. Goal 1 is to do with providing equitable access to quality basic education and Goal 2 is to do with providing access to TVET. In the drafted PDIP, various activities with suggested timeline have been proposed in an effort to meet certain designated outputs. These outputs are derived from the following 8 objectives, which are all applied to primary education level.

- Objective 1: To guide the development of teacher supply forecasts, using SIEMIS and other data sources, so that plans can be developed to ensure that demand for teachers does not outstrip teacher supply.
- Objective 2: To improve management of teacher data within the MEHRD and to strengthen and coordinate database development so that effective strategies can be developed to prevent teacher shortages.
- Objective 3: To ensure that all teachers in Solomon Islands are well qualified and meet appropriate standards of quality.
- Objective 4: To support and encourage the development of the School of Education at SICHE as the country's provider of choice for delivery of basic teacher education qualifications.
- Objective 5: To encourage the development of other quality providers of pre-service teacher education to assist in meeting national teacher education needs.
- Objective 6: To ensure that access to continuing professional development of good quality is available to all teachers and school leaders in response to identified needs.
- Objective 7: To set out and implement the teacher education and development responsibilities of different MEHRD divisions, other Government departments and agencies, and other stakeholders.
- Objective 8: To formulate and develop a comprehensive human resource development package for teachers and school leaders.

#### Other issues

Records of teachers joining or leaving the teaching service are inadequate.

The data of teacher postings is inconsistent and incomplete. The MEHRD's Tracking Study Report in 2004 shows that teacher mobility is extremely high.

### **9.12 Proposed Issues/Areas for further scrutiny/research/discussion**

1. The issue of teacher qualification is certainly the priority need and focus for Solomon Islands' primary education system.

2. The supply/demand equation is very much another area of concern, with accurate forecasting to counter the increased students enrolment of the primary school sector.
3. Solomon Islands' MEHRD has proposed the following investments in its Strategic Plans:
  - Strengthen in-service programmes and support field-based training approaches to upgrade skills of unqualified primary teachers
  - Fund short teacher-training courses for university degree graduates
  - Undertake study of teacher recruitment and retention. Related to this is the need to study the teacher supply issues and strategies for ensuring an adequate supply of teachers.
  - Develop a much needed, improved teacher database
  - Strengthen SOE capability and capacity, including facilities
4. The following were proposed and are included in the Solomon Islands' National Education Action Plans 2007-2009, either for consideration or implementation:
  - Develop policy on age at which attendance at school is compulsory.
  - Provide additional funding support for pre-service education for training of primary school teachers at SICHE.
  - Develop an assessment handbook for teachers.
  - Teacher exchange scheme with neighbouring regional countries.
  - Strengthen appraisal systems for teachers.
  - Research and development of teachers.
  - Strengthen in-service programmes and cater for leadership and management needs of school leaders.
  - Set up quality criteria for primary school teachers.
  - Seek formal links with an already accredited overseas provider of quality teacher education.
  - Need overseas studies to upgrade existing teacher qualifications.

## **Conclusions**

There are big issues being raised in this report particularly with qualification, retention and recruitment of teachers in Solomon Islands. "What is Teacher and Education of good quality worth in Solomon Islands?" is a question that implies that quantity alone is not enough; it must be complemented by quality. The supply/demand consideration for teachers in Solomon Islands is as much a priority as the needed training.

There appears to exist an enormous ability gap in the teachers' work force, with some having very good qualifications and others who have barely mastered a minimum set of subject-content and teaching skills. The implication of this situation in Solomon Islands goes beyond an assessment of teachers' abilities and effectiveness of their profession to the overall quality of primary education delivered to the children.

With the race towards achieving the MDG goal on education by 2015, Solomon Islands and the MEHRD must turn to any indications or assessments of how well their own educational systems are performing. Relevant and useful indicators must be designed to help assess teachers' current state of supply, for instance, or performance through ongoing monitoring and evaluation processes. In effect, teachers' indicators will provide policy-makers with benchmarks to assess the performance of the education system and to identify potential strategies to improve the education system, not just the teachers.

Official data sources, mainly from the governments, provide a rich array of information on the current state of teacher and education in Solomon Islands. They are intended to provide snapshots of the

education system, and can be compared to other systems in countries around the world. But these data or sources need to be consistent, complete and updated.

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# 10. TEACHERS AND TEACHER EDUCATION IN TONGA

Seu'ula Johansson Fua

## 10.1 Country background

### 10.1.1 National social, cultural, political and economic background

The Kingdom of Tonga is an archipelago consisting of 169 islands of which 36 are inhabited. Tonga is divided into three major island groups; Tongatapu and 'Eua to the south, Ha'apai group in the central region, and the Vava'u group and the two Niuas to the northern region. Major urban centres are Nuku'alofa the capital located on Tongatapu and the second largest urban centre is Neiafu located in the Vava'u group.

Tonga has an estimated population of 101,002 in 2002 of which about 70% reside on Tongatapu. A significant number of Tongans (over 50,000) reside overseas in New Zealand, Australia and the USA. Tongan population is about 99% homogenous with pockets of other races including Europeans, Asians and other Pacific Islanders.

Tongan is the national language. Niuafu'ou language is spoken on the island of Niuafu'ou. The official language is Tongan. Tongan language is the most commonly used language for everyday communication. However, a large number of the population are literate and can understand English.

Tonga is a constitutional monarchy currently head by HM King George IV. The Tongan constitution has been in existence since 1875 under the leadership of King Tupou I. Tonga's legislative assembly is currently made up of the House of Commons with 9 representatives of the people, the House of Nobles made up of 9 representatives of the Noble class and the Ministers of the Crown. Representatives of the Commoners are from representations from the major island groups.

Tongan knowledge is closely aligned with practical skills. One is judged *poto* if they have the knowledge can demonstrate that through skilful application and behaves appropriately within given context. Tongan knowledge is often created out of practice through trial and error, rather than through theory to practice. Knowledge is validated when it is useful, worthwhile and is able to improve livelihoods. Tongans notion of ownership of knowledge belongs to the collective – it is Tongan – rather than it being an individual knowledge. Knowledge is shared amongst families (like genealogies and skills that have traditionally been kept in the family), community members and even outsiders depending on the type of knowledge. It is also important for Tongans to know what the knowledge will be used for – this will often determine the extent that the knowledge will be shared and is accessed.

The dominant religion in Tonga is Christianity with the largest congregation belonging to the Free Wesleyan Church. Other major religious organisations include the Catholic Church, Latter Day Saints, Tokaikolo, Tonga Tau'ataina, Tonga Konisitutone, Tonga Hou'eiki, Seventh Day Adventists and various sectors of Baptist and Jehovah Witness.

Agriculture, forestry and fisheries still remain the main source of livelihood for most Tongans. However, for the last three years, the cut in squash prices as well as low Tuna catch has resulted in weaker contribution towards the national economy. The slow growth of 1.9% in FY2006 was mainly from commerce, restaurants, and hotels. The November riot in 2006 further weakened an economy that was already under stress from the civil strike of 2005 that resulted in the government agreeing to

pay civil raise civil service salaries by a huge 60 – 80%. Added to this was a pay package through redundancy in the civil service. The recent political events in Tonga have served to weaken an already slow economy. The government has been working hard to maintain a 4 months cover of goods imports. The remittances received from Tongans abroad are a significant backup in the light of the current financial stress in the country.

### 10.1.2 Educational background

Tonga has over time seen a steady and strong development of its education sector. Tonga is proud of its high literacy rate and high participation in education amongst other indicators that reflect a strong commitment to education. However, in more recent years there has been a growing concern with issues of access, equity and the overall improvement of quality education in the country.

Tonga continues to report a 99% literacy rate for 15-24 year olds, a net enrollment ratio in primary education of 97.8% and a net enrollment ration for secondary schools of 72% (2004). The government continues to provide 89% of the primary school education while non-government educational authorities continue to provide 76% of high school education. The drop-out rates for government schools recorded 2.3% while non-government schools recorded 7.9% for 2004. Although there is 106% primary school completion rate there are a 19.8% of class 6 students who repeat this level – Ministry of Education claims that numeracy and literacy problems were the main reasons.

The key education indicators provided in Table 1<sup>2</sup> reflects current status of Tonga Education. While there is a reported high literacy rate, there continues to be a worrying number of repeaters at the end of primary school and while there is a recorded low drop-out rate, the primary data we have gathered suggests otherwise. We suspect that there is growing number of children who are neither registered nor attending primary school. Table 1 also shows that the ratio of pupils to teachers at primary school level in 2004 is 20.3 while secondary school level is at 14.4. While this appears encouraging there remain a higher number of untrained teachers at non-government schools while there are a 99% of qualified teachers at government schools.

Based on these statistics several issues are evident when reflecting on the current status of Tonga education; issues of access for primary school aged children (physical access and access to attainment); issue of equity between government and non-government schools; and the quality of education (teachers, curriculum, assessment etc).

Despite near universal access to primary education there continues to be discrepancy in access to quality infrastructures, resources and teachers. Urban areas of Tongatapu continue to provide better quality infrastructures, resources and teachers as compared to rural areas on Tongatapu and the outer islands of Vava'u, Ha'apai, Niuafu'ou, Niuatoputapu and 'Eua. There is a belief from parents that the quality of primary education provided in Nuku'alofa is better than what is being provided in their local village school<sup>3</sup>. It is highly likely that this trend – in the provision of primary school - is also evident in the outer islands of Vava'u and Ha'apai. The distribution of quality resources and teachers amongst all primary schools still remains a key constraint in achieving physical access, access to attainment, equity and consequently quality education.

Although over 70% of secondary schools are offered by non-government authorities, there continues to be strong discrepancy in access (physical and attainment) and consequently equity between non-

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<sup>2</sup> Refer to Appendices

<sup>3</sup> Based on study of 10 villages in Tonga 'Sustainable Livelihood and Education in the Pacific' (SLEP)



government and government secondary schools. The recent increase in salary for government teachers together with the government redundancy program has added to the discrepancy in services provided by both government and non-government schools. These decisions have further limited non-government schools' access to quality teachers, resources and professional support.

Physical access to secondary school continues to be a challenge particularly for rural areas and children from families in hardship. Data<sup>4</sup> gathered repeatedly showed that families in hardship find it a financial struggle to find bus fares to send their children for secondary school education in Nuku'alofa. Parents who could not afford to pay for bus fares to send their children to Nuku'alofa usually end up either sending their children to close by non-government secondary schools. However, as is often the case non-government secondary schools – and more so for rural non-government secondary schools – have limited access to quality teachers, resources and professional support.

There is limited physical access to TVET and technical courses – most of these institutes are on Tongatapu and are all in Nuku'alofa. The strong mechanical and electrical emphasis on the curriculum of these colleges continues to favour the enrolment of boys over girls.

To assess the quality of education one needs to ask whether the education system has met the needs of the community. Have students gained enough skills, knowledge and attitudes to enable them to live sustainable livelihoods within their communities? Data<sup>5</sup> gathered showed that 55% of Form 2 students (completion of Universal Basic Education) believed that they would not be able to earn a livelihood if they dropped out of school at the end of form 2.

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<sup>4</sup> SLEP

<sup>5</sup> SLEP

**Table: Key Educational Indicators for Tonga**

No.	Educational Indicator(s)	Result	Source(s)
1.	Literacy rate for 15 – 24 year olds.	99%	ADB Report, 2006
2.	Adult literacy rate (15+ year olds) for 2003.	98.9%	UNDP Report 2005
3.	Government schools' proportion of the total number of primary schools.	89%	Tonga SDP8, 2006
4.	Non-government schools' proportion of the total number of high schools.	76%	Tonga SDP8, 2006
5.	Government schools' proportion of the total primary school enrolments.	92%	Tonga SDP8, 2006
6.	Non-government schools' proportion of the total high school enrolments.	67%	Tonga SDP8, 2006
7.	Proportion of non-government post-secondary education and training schools, which in 2004 involved a total of 1,813 students.	40%	Tonga SDP8, 2006
8.	The ratio of pupils to teachers at the primary school level in 2004.	20.3	World Bank, 2006
9.	The ratio of pupils to teachers at the secondary school level in 2004.	14.4	World Bank, 2006
10.	Net primary school enrolment ratio in 2001 (Millennium Development Goal).	100%	ADB Report, 2006
11.	Net enrolment ratio in primary education in 2004.	97.3%	Tonga SDP8, 2006
12.	Gross primary school enrollment ratio in 2004.	115%	ADB 2006
13.	Gross secondary school enrollment ratio (Net was 67.7% in 2004).	97.8%	World Bank 2006
14.	Gross tertiary school enrollment ratio.	6.1%	World Bank 2006
15.	Combined gross enrollment rates.	83%	UNDP Report 2005
16.	Proportion of pupils who remain in school from grades 1 – 5 in 1996.	84%	Tonga SDP8, 2006
17.	Proportion of pupils who remain in school from grades 1 – 5 in 2002.	92%	Tonga SDP8, 2006
18.	The net enrollment ratio for secondary schools is in 2004.	72%	Tonga SDP8, 2006
19.	The transition rate from primary to secondary education for 2004.	83.6%	Tonga SDP8, 2006
20.	Percent of the total of 3,186 students from 113 primary schools who sat and passed the High School Entrance exam in 2005.	51%	Tonga MOE Annual Report, 2005
21.	The primary completion rate in Tonga.	106.9%	World Bank, 2006
22.	The 6.2% repetition rate in Tonga at the primary school level.	6.2%	World Bank, 2006
23.	The percent of all the students in year 6 of primary school who were repeaters. The Tonga MOE cited <i>numeracy</i> and <i>literacy</i> problems as the main reason.	19.8%	Tonga MOE Annual Report, 2004
24.	Progression rate of student-flow to secondary level (a repetition rate of 11.0%).	76.5%	World Bank, 2006
25.	Pass rate out of a total of 1,080 Form 6 high school students who sat the 2005 regional Pacific Senior Secondary Examination (PSSC).	55%	Tonga MOE Annual Report, 2005
26.	Drop-out rates of government secondary schools in 2004.	2.3%	Tonga SDP8, 2006
27.	Drop-out rates of non-government secondary schools in 2004.	7.9%	Tonga SDP8, 2006
28.	Proportion of the total 752 non-government school teachers that have only certificates.	19.4%	Tonga MOE Annual Report 2004
29.	Proportion of the total 752 non-government school teachers that are untrained.	9.7%	Tonga MOE, 2004
30.	Proportion of the non-government primary school teachers that are either untrained or have had incomplete training.	38%	Tonga MOE Annual Report 2004
31.	Proportion of the 313 government secondary school teachers that have either graduate or diploma qualifications. Two others have certificates but no untrained.	99.4%	Tonga MOE Annual Report 2004
32.	Youth unemployment as recorded by the Tonga's Labour Force Survey in 2003, with most (88%) indicating they had never held a job.	11.9%	Tonga SDP8, 2006
33.	Overall unemployment rate in Tonga was recorded in 2003.	5.2%	ADB Report, 2006
34.	Male youth joblessness in Tonga for being active (not working or studying).	6.5%	Pacific 2020 (Fig. 3)
35.	Male youth joblessness in Tonga for being unemployed (seek employment).	16.5%	Pacific 2020 (Fig. 3)
36.	Percent of Form 2 students who like 'vocational' subjects the most such as Agriculture, Home Economics, Industrial Arts, and Physical Education.	5.0%	SLEP Report, 2006
37.	Percent of Form 2 students who chose to remain in their current school even if given a financial support through scholarship to study overseas or another school.	42.5%	SLEP Report, 2006
38.	Percent of Form 2 students who believe they may not have a way to earn a living (or livelihood) if drop-out of school now.	55.5%	SLEP Report, 2006
39.	Percent of Form 2 students who chose to pursue further education at a technical school.	4.3%	SLEP Report, 2006

Overall, the key constraints in terms of access which consequently affect equity and quality education are; equitable provision of quality teachers, resources and professional support to government and non-government schools; government policies that directly impact government schools without due

consideration for non-government schools; differences in salary scales for government and non-government schools; limited support in the development of quality education for rural schools; relevancy of the curriculum for all Tongans to be able to live sustainable livelihoods within existing communities.

Like most other Pacific Island countries, formal education as we know through schooling was introduced by the missionaries in the case of Tonga, the London Missionary Society in the early 1800s.

Education is compulsory and free for all children between ages of six and thirteen or until a child has completed primary school at class 6. Primary education is between classes 1 and 6 where students sit a secondary school entrance examination that will qualify them to enter a secondary school depending on their achievement tests. Recently, the Ministry has increased the number of primary schools with additional form 1 and 2 with the aim that primary schools will offer services from class 1 to form 2 (Year 1 – 8). The Ministry of Education is currently working to offer free education for students from form 1 – 2 so that it may reach its goal of providing free universal basic education from age 6 to 14. Secondary school is currently a total of 7 years from Form 1 – Form 7. A series of examinations are taken as students progress through secondary school level include; Common Examination taken at Form 2, Tonga School Certificate is taken at Form 5, Pacific Senior School Certificate at Form 6 and the Cambridge Examination and/or Pacific SBPEA Bursary exam at Form 7.

Currently, the Ministry is the largest educational provider at primary school level with 111 (89% of primary school) schools while the Free Wesleyan Church is the main provider of education services at secondary school level with 11 schools out of total 32 secondary schools. However, the church schools continue to enrol a significantly larger number (63%) of secondary school students. Post-secondary education is equally shared by government training providers, private church institutes, USP and also private businesses.

The Education Act (Rev. 1988; Section 52) stipulates that primary education is compulsory from age six to thirteen. Section 52 and Section 53 also stipulates that parents are bound to send their child who is of compulsory school age to a school that is within walking distance of the child's place of residence. To comply with Section 52 and 53, the Ministry has worked hard to provide a school within 2 miles of each child so that she or he may walk to school. This means that there is a primary school within every village or between villages. The Ministry and church educational authorities currently operate 125 primary schools throughout Tonga for a primary school age population of 16,941 in 2006.

The Ministry is currently under going some structural and policy changes following a broad consultative process that was conducted and documented in the Tonga Education Sector Study approved by Cabinet in 2003. The Tonga Education Sector Study has subsequently informed the Tonga Education Policy Framework (2004) and the Tonga Ministry of Education Corporate Plan 2004 - 2007 (2004).

The civil strike of 2005 impacted on the learning of the children as well as on the morale of the teachers. The further redundancy package offered by the government also saw a large number of experienced teachers leaving the teaching force. This again has resulted in significant shortage of teacher supply particularly at primary school level. Although private schools were not directly affected by the strike nor the redundancy program, some private schools experienced loss of teachers drawn by the recently raised salary offered by the Ministry.

## 10.2 Teachers and teacher education

In 2007 there were 582 teachers working for the Ministry – this is a decrease from 664 teachers identified in the 2006 statistics. This decrease has been attributed to the redundancy package offered for the government.

The total number of teachers working at primary schools (both government and church) based on 2006 Ministry annual report is at 760 of which 664 of them are employed by the government. Of the 760 primary school teaching force, 70% of them are women. Refer to Table 1 for the number of primary school teachers since 2002.

Table 28: Number of Primary School Teachers since 2002

Year	Education System	Male	Female	Total	Female %	Total %
2002	Government	217	476	693	68.7	89.7
	Church	16	64	80	80.0	10.3
<b>Total</b>		<b>233</b>	<b>540</b>	<b>773</b>	<b>69.9</b>	<b>100</b>
2003	Government	297	453	750	60.4	91.0
	Church	16	58	74	78.4	9.0
<b>Total</b>		<b>313</b>	<b>511</b>	<b>824</b>	<b>62.0</b>	<b>100</b>
2004	Government	224	449	673	66.7	88.7
	Church	19	67	86	77.9	11.3
<b>Total</b>		<b>243</b>	<b>516</b>	<b>759</b>	<b>68.0</b>	<b>100</b>
2005	Government	223	523	746	70.0	88.9
	Church	45	48	93	52.0	11.1
<b>Total</b>		<b>219</b>	<b>531</b>	<b>839</b>	<b>63.3</b>	<b>100</b>
2006	Government	210	454	664	68.4	87
	Church	22	74	96	77.0	13
<b>Total</b>		<b>232</b>	<b>528</b>	<b>760</b>	<b>70.1</b>	<b>100</b>

Source: Ministry of Education, Women's Affairs and Culture Annual Report 2006.

In 2007 with a total of 15,484 students enrolled in the government primary schools over 528 teachers the national teacher: pupil ratio increased to 1:26. This in reference to the table below shows a noticeable increase over the last 5 years. However, when these figures are seen at district level, it became evident that the larger classrooms with 1:32 ratio was evident in the Nuku'alofa district, while in the northern islands of Niuafu'ou and Niuatoputapu the ratio is still much less at 1:16 ratio.

In 2006, there were 16,941 students enrolled in primary schools throughout Tonga with a total of 760 teachers. This means that the teacher/pupil ratio was at 1:23. This is an increase from 1:20 in 2005; however, the teacher: pupil ratio in the last 5 years has fluctuated between 1:20 and 1:23. Refer to Table 2 for the teacher: pupil ratio since 2002.

Table 29: Teacher/Pupil Ratio since 2002

Year	Number of Pupils	Number of Teachers	Teacher: Pupil Ratio
2002	16,942	773	1:22
2003	17,891	824	1:22
2004	17,967	759	1:23
2005	17,032	839	1:20
2006	16,941	760	1:23

Source: Ministry of Education, Women's Affairs and Culture Annual Report 2006

In 2006, of the 760 primary school teachers, 66% of them held teaching diploma while only 4% received no teaching training. The remaining numbers of teachers have received qualifications below diploma level and/or have received training but have yet to be certified teachers. Refer to Appendix One for Primary School Teachers' Qualifications in 2006.

Teacher Education in Tonga is provided by the government's Tonga Institute of Education (TIOE). TIOE is one of 5 post secondary institutes in Tonga. In 2006 TIOE had a staff of 24 which included overseas volunteers and a driver to serve 261 students.

University of the South Pacific offers some courses towards the Bachelor of Education through the Tonga USP Centre. Courses offered through Tonga USP Centre are offered through distance education mode.

Tonga Institute of Education (TIOE) offers teacher education that includes in-service and pre-service training which are offered through face-to-face mode. TIOE is located in the outskirts of Nuku'alofa on the main island of Tongatapu. TIOE takes in teacher trainees from the outer islands and students from Tuvalu and Tokelau. In 2001, 25 students were sponsored by the Tuvalu Government.

TIOE has a long history of providing teacher education for Tonga since 1940s.

TIOE students are generally either privately funded or funded by their private educational system such as the Free Wesleyan Church or the Catholic Church. Although the government in 2002 removed the stipend program, and there was a noticeable decrease in the enrolment at the Institute, the government have since reinstated the student allowance program. At present, students who are funded by the government receive their allowance at the completion of the semester once a student has successfully completed his or her studies. This has provided a greater motivation and monitoring on students progress.

### **10.3 Legislation and Employment Frameworks for teachers and teacher education**

The Ministry of Education is guided by the Education Act 1974, Sports Council Act (1989) and the Education Regulation (2002). Tonga National Qualification and Accreditation Board Act is forthcoming.

Specific provisions for Teachers are stipulated in the Education Act 1988 under sections 45 to 48. These sections pertain to the certification and licensing required to teach; issue and cancellation of certificate or licenses and appeals against cancellations; appointment of teachers and; offence liable to dismissal, suspension or other punishments. The Education Act (1974; Revised 1988) has been the key legal framework for the management of the Ministry of Education; the authorising framework for the Minister of Education and other services provided by the Ministry.

The Education (Schools and General Provisions) Regulations 2002 is the second key legal framework to guide the work of the Ministry of Education and subsequently, teachers.

Some of the key sections of the Education Regulation 2002 pertaining to teachers include the following;

- 1 Section 25 Person Undertaking a course of teacher education
- 2 Section 28 Professional Development
- 3 Section 48 Must hold a Teaching Certificate

- 4 Section 49 Appointment and transfer of teachers
- 5 Section 50 Probation of teachers
- 6 Section 51 Registration of teachers
- 7 Section 52 Appraisal of teachers
- 8 Section 53 Promotion of teachers
- 9 Section 54 Discipline of teachers in government schools
- 10 Section 55 Dismissal of Teachers
- 11 Section 56 Appeals

In August 2005 the government approved a new salary scale for the Ministry of Education. The Ministry had made a bid to significantly raise the salary scale for teachers, however, when the Government signed the Memorandum of Understanding with the strikers in September 2005, it applied the same salary scale to all government civil servants. Refer to Table 3 for table of the Ministry of Education’s Salary Scale since 2005.

Table 30: New Salary Scale for Ministry of Education since 2005

<b>MOE DDEs</b>	34,885	35,965	37,045							
<b>EDU</b>	Low	S1	S2	S3	S4	S5	S6	S7	S8	S9
<b>1</b>	27,641	28,515	29,389	30,263	31,137	32,011	33,759	34,633		
<b>2</b>	22,255	22,930	23,605	24,280	24,955	25,630	26,305	26,980	27,655	
<b>3</b>	18,902	19,429	2,0082	20,672	21,262	21,852	22,442	23,023	23,622	24,212
<b>4</b>	13,243	13,722	14,201	14,680	15,159	15,638	16,117	16,596	17,075	17,554
<b>5</b>	12,073	12,475	12,877	13,279	13,981	14,083	14,485			
<b>6</b>	9564	9918	10,272	10,626	10,981	11,335	11,689	12,044	12,399	
<b>7</b>	8922	9253	9583	9914	10,244	10,575	10,905			
<b>8</b>	8847	7101	7355	7608	7862	8116	8369			

Source: Ministry of Education Annual Report, 2005.

The Ministry made the bid to raise the teachers’ salary based on the following facts:

1. The Ministry has been experiencing the loss of highly trained and competent teachers to other organizations with higher salary – this bid was an effort to retain highly qualified teaching force.
2. The remuneration policy at the time serious undermined the motivation and retention of staff after the Ministry has spent considerable time and effort in training its staff.
3. The general qualification of the teaching force was relatively higher than equivalent posts in other government sectors yet received lower salary.
4. The responsibilities of teachers and educators are vital to the country’s growth just as it is a heavy responsibility yet with the prior remuneration policy it did not equally value the nature of the job.
5. With the new salary scale government teachers are now in better salary package than the Latter Day Saints Church teachers who were the most highly paid teachers in the country. However, with the improved salary scale for the government teachers, it has left a wider discrepancy between remuneration package offered to government teachers and non-government teachers.
6. Career paths available for teachers within the educational system are generally structured in terms of progression from teaching to administration. Other career paths available for teachers is usually determined by their teaching subject areas – such as Accounting teachers leaving the teaching

profession for accountancy, business and management work usually in the private sector or within government.

#### **1.4 Teacher-related and Teacher Education Policies**

The Tonga Education Policy Framework 2004 – 2019 has identified the following as key policy areas – all these areas have implications for teacher performance, education and employment.

- Policy Development, Planning and Monitoring
- Universal Basic Education to Year 8 (Form 2)
- Education after Year 8 (Form 2)
- Early Childhood Education
- Special Education
- Language Policy
- Curriculum
- Assessment
- Teacher Supply
- Teacher Quality
- Skill Development and Lifelong learning
- Reorganisation of Tertiary Education
- Management and Control of Education
- Efficiency
- Sport
- Information and Communications Technology
- Financing Options and Financial Sustainability

More specifically for the purpose of this project are the key policy areas of teacher supply and teacher quality. The key policy issues for the provision of teacher supply in Tonga have been identified as the following:

- The need for a more robust way of forecasting, planning and monitoring of teacher supply. No study had been conducted to date on identifying teacher mobility despite generally recognised increased exodus of teachers in 2003 and even more so after 2005 redundancy.
- The need for review of policy on the sources of teacher supply particularly with teacher recruitment, retention, remuneration and teacher preparation. This includes a look at the supply of teachers from Tonga Institute of Education (TIOE) and other providers including overseas teachers. Added to this is the need to improve the quality of teachers from TIOE and existing teachers especially those unqualified.
- The need for the MOE to have greater influence in the Public Service Commission's decisions on salaries and work conditions.

In response to this the government has identified the following investments to be supported during current Corporate Plan (2004 – 2007):

- Analysis of real teacher wage patterns
- Analysis of school population projections and trends over 10 year time frame
- Study of teacher retention, mobility and loss rates
- Set up data base on numbers and location of teachers in the community pool
- Tracer studies of new teacher trainees
- Analysis of trends in advertisements for teacher vacancies
- Analysis of time series data on intake at TIOE

- Study of changes in the attitudes of secondary students regarding the teaching profession
- Improvements in the graduate teacher preparation programme
- Identification of options and incentives to introduce more ‘contestability’ into the teacher education market.

To improve Teacher Supply the Ministry has proposed the following key activities under the current corporate plan:

- Develop policy on teacher remuneration
- Develop supply and demand projection models
- Develop improved teacher data base
- Undertake TIOE intake analysis
- Undertake study of teacher recruitment and retention

The key policy issues for the improvement of Teacher Quality in Tonga have been identified as the following:

- There is a great concern with methods of improving teacher quality both at in-service and pre-service level.
- Need to maintain a core trained education specialist at the TIOE. And these education specialist have access to resources and outside expertise.
- Need for government to support TIOE through supply of qualified lecturers, resources and sound system of quality assurance.
- TIOE to be given more autonomy by separating it from core MOE in terms of structural and budgetary allocations.
- The need to re-establish the Advisory Committee on Teacher Education tasked with ensuring that in-service programs are aligned well with new curriculum and assessment.
- Provision of equaliser for both government and non-government staff in terms of competing for teaching positions.

In response to these issues the Ministry has proposed several measures to improve quality of teachers in Tonga;

- Structural reform of the TIOE to come under the Tonga Institute of Higher Education (TIHE) to better align resources, granting greater autonomy and appropriately accountability.
- TIOE to plan the number of places and course to better meet the needs of other private educational systems.
- Policy on how to improve the in-service training and pre-service training of teachers.
- For TIOE to seek accreditation within Tonga and later from outside of Tonga.
- TIOE to conduct a self-review and evaluation of its programs and courses in preparation for the accreditation process.
- An Advisory Committee for the improvement of teacher quality will be set up with defined functions that include revision of curriculum and assessment materials, develop plans for in-service and pre-service programs and advise on processes for formal accreditation of TIOE.
- TIOE to seek formal links through Memorandum of Agreement with already accredited overseas teacher education provider. Preliminary visits have already been carried out with a number of New Zealand tertiary education institutions towards this end.
- Offering incentive for existing teachers with Diploma qualifications from TIOE to take up Degree programs therefore need to explore links with the USP as it has campus on Tongatapu.
- The government will seek assistance from donors to support TIOE in achieving goals towards improving teacher quality.
- Policy on teacher remuneration.



- Allowing schools to be more autonomous in appointment of staff thereby allowing teachers from non-government schools to apply directly to schools thereby encouraging a more equitable access and transfer of teachers between government and non-government schools.
- Review of teacher of teacher appraisal system.

The Ministry of Education under its current corporate plan has proposed the following investments:

- Strengthening of TIOE
- Set up of a ‘twinning’ arrangement between TIOE and an accredited overseas teacher education institute.
- Strengthening of in-service programme.
- Improve facilities at TIOE
- Encourage greater access to Bachelor of Education degree programmes for current teachers.

The Ministry’s current Corporate Plan ending 2007 has identified the following activities for the improvement of Teacher Quality;

- Strengthen of TIOE
- Set up of the ‘twinning’ arrangement between TIOE and an accredited overseas teacher education institute.
- Strengthen in-service programmes
- Develop and improve facilities at TIOE.

As the corporate plan comes to an end this year, the progress and completion of these projects have yet to be identified nor documented. The Corporate Plan for next three years has yet to be completed.

The current Corporate Plan also identified the following activities for the improvement of Teacher Supply;

- Development of a supply and demand projection model(s)
- Development of a teacher database
- Conduct TIOE intake analysis
- Develop policy on incentives to increase numbers of trainees at TIOE
- Conduct study of teacher recruitment and retention
- Develop policy on teacher remuneration
- Identify strategies and funding for teacher education and supply

Specific Teacher Policies on recruitment, deployment, professional development, promotion and retention of teachers are planned by the Ministry to be set up after comprehensive study to guide the policy. Current practice is not always clear nor is it evident in key documents sighted and referred to by the Ministry of Education.

Specific and written Teacher Policies on teacher performance assessment is not evident in key documents sighted and referred to by the Ministry of Education.

#### **10.4 Teacher education programs**

Tonga Institute of Education is the primary teacher education provider in the country. It is an institute operated by the Ministry of Education and therefore falls within the authority and regulations of the Ministry.

The goals and objectives of TIOE are in line with the Ministry's strategic plans and guided by the Education Policy Framework.

TIOE as an institute of the Ministry is guided by the advisory council of the wider ministry as stipulated in the Education Act (1988).

TIOE offer a Diploma in Education as three year course training both for primary and secondary school teachers. Teachers who completed Teaching Certificates prior to the commencement of the Diploma program in 1986 are encouraged to upgrade their training in 2 years. The Institute also offers the Graduate Diploma of Teaching and Learning (Secondary) for secondary school teachers with degrees but without a teaching qualification.

In the past – through partnership with USP – the Institute has worked with TIOE in a capacity as external assessors. The latest assessment of the TIOE program that was done by IOE was conducted by Dr 'Ana Taufe'ulungaki in 2002 and Cliff Benson in 2003.

Dr Visesio Pongi (SPBEA) visited TIOE in 2005 and conducted an assessment visit of the TIOE. This assessment report was later taken up by the Uniservices of Auckland University in the Ministry's effort to upgrade the Diploma in Education to degree level. A follow visitation of the TIOE was conducted in 2007 by Mr Steve French, but a copy of this report was not sighted prior to compiling this report.

In 2006, a series of staff development training were offered at TIOE by JICA, IOE/USP and other sections of the Ministry of Education. However, it is clear that the opportunities for staff development and training are limited and can be further enhanced.

TIOE is currently reviewing and upgrading its programs in order to prepare for accreditation processes with other teacher education institutions in the region.

The mechanisms used for reviewing the program are set by the staff of TIOE and are in line with the Institute's set objectives and goals. The defined mechanisms are discussed amongst the staff with assistance from other educators from other educational authorities. The Institute also looks at requirements as set out by accreditation bodies outside of Tonga as a guideline for preparation for accreditation. The involvement of IOE/USP has been pivotal in preparing TIOE for accreditation by teacher education institutes in the region.

## **10.5 Teacher Education Curriculum**

Entrance level to TIOE is with completion of PSSC and/or SBPEA Form 7 Certificate. Students who have completed diploma studies at the Tonga Institute of Higher Education can also transfer over to TIOE.

TIOE offers a Diploma in Education (Dip. Ed) for both primary and secondary teaching for the duration of 3 years. Teachers who have completed the Teaching Certificate are allowed to upgrade to the Diploma programme. Students who enter the Institute with successful completion of Form 7 examination are allowed to complete the Diploma in 2 years. TIOE has recently added the Graduate Diploma of Teaching and Learning (Secondary) programme for secondary school teachers without a teaching qualification. The Graduate Diploma program is for one year.

Courses offered within the Diploma in Education include the following; Accounting, Agriculture, Economics, English, Education, Geography, History, Home Economics, Language, Mathematics, Music, Physical Education, Science (Biology, Chemistry, Physics), School Experience, Tongan Studies.

In IOE's last two visits (by Benson 2003 and Taufe'ulungaki 2002) both external assessor's commented on the curriculum being offered at TIOE. While they agreed that while some good work is being conducted at the Institute, they both emphasized the great need to put more resources into the Institute in order to improve teaching and learning at the school. Reports put forward by IOE in 2003 and 2002 are the most substantial documentation of review to date of the TIOE and gives clear recommendations on ways to improve teaching and learning at the Institute. Although a later review of TIOE was conducted by SPBEA in 2005, no report of this visit was sighted. All three reports need to be consolidated and discussed with TIOE to identify recommendations that have since been addressed and strategic areas where the TEP project may be of assistance.

In Taufe'ulungaki (2002) report on TIOE one of her key recommendations was the contextualization of teaching, learning and assessment methodologies in the Institute to reflect the knowledge systems, values, philosophies and educational processes of Tongan people. Further to this Taufe'ulungaki recommended support for the Institute's goal to foster a culture of research – by way of training support for TIOE staff, access to internet resources and avenues for publications of staff and student works. Benson (2003) further recommend the Institute to take and across the curriculum approach to improve students' English and Tongan language skills, review of English and Tongan Studies, improvement of assessment methodologies, revisit the proposed cross-crediting of TIOE courses to USP courses and that TIOE becomes a values and health promoting institute.

The Tonga Institutional Strengthening Project (TESP) a multi donor multiple year projects has been anticipated to significantly improve resources, facilities and training at TIOE.

With assistance from the PRIDE project TIOE is introducing a new course on Inclusive Education to meet demands for training of teachers in this area. Further to this, there is also on going work to introduce ECE at TIOE.

## **10.6 The teacher educator and the student teacher**

The latest figures available for enrolment at TIOE are from 2005 MOE Annual Report. There were a total of 279 students enrolled with 71 students at Diploma level 1, 99 students at Diploma level 2 and 109 students at Diploma level 3. Of the 279 students, 188 of them were female students indicating a continuing trend of female dominated teaching profession. The enrolment for 2004 was 319 students at the Institute. The enrolment for 2005 (279) and 2006 (261) shows a decline in the number of intake at the Institute.

## **10.7 The Teacher Graduate (status, quality, deployment etc)**

There were 62 students who completed the Diploma in Education program in 2006 and all were able to be employed either by the government or church schools.

In 2004 the Institute graduated 122 students from the Diploma in Education program. Majority of these students were able to find employment with government and church educational systems, while a few continued for further studies and 3 students at the time had not found employment.

Data available on graduate qualities and deployment are scarce and limited only to what is reported by the Institute in their annual report. There is a clear need for further studies to capture a comprehensive understanding of the quality and the rate of deployment of graduates from the Institute.

## **10.8 Resources for teachers**

TIOE is financed by the Ministry of Education, however, there is no readily available financial documentations.

TIOE has adequate number of classrooms to accommodate the number of students that it takes in. Students at TIOE have access to library, computers (although limited) and science laboratory.

TESP has a School-grant funding program which is currently underway. The school-grant program is aimed at offering financial assistance to primary schools to upgrade facilities and resources.

In the past, the supply of resources in primary schools has been based on the charity and generous contributions of local Parent-Teacher Associations. The local PTAs have in general across the country been the major financial contributors to local primary schools. They are heavily involved in fund raisings activities for the maintenance and upkeep of local primary schools. The contributions from PTAs have to a large extent enabled the Ministry of Education to continue offering schooling services. In this sense, education in Tonga at primary school level is not as 'free' as it may seem. To a large extent the contributions of PTAs go unrecognized and unappreciated in their 'partnership' with the Ministry.

Teaching and learning resources such as books, charts, pens, basic stationeries, toiletries and cleaning supply are mainly supplied by funds from PTAs. Government's key contributions to local primary schools are the salary of teachers and the supply of school buildings. Maintenance and upkeep of these buildings usually fall within the local PTAs. Implications of these informal arrangements are that with wealthy and organised villages where the PTAs are strong, this usually has positive impact on financially supporting the school. On the other hand, less wealthy and poorly organised villages tend to have weaker PTAs and subsequently these have negative impacts on financial support local primary school.

## **10.9 Projects for teachers and teacher education**

From 1996 – 2001 New Zealand assisted Tongan education through the Tonga Institutional Strengthening Project (TIST). The main objectives of the TIST were:

- Improve the quality of teaching
- Improve the effectiveness of TIOE graduates
- Provide resources for schools and assist with resource development and integration of resources into school programmes

Support the Tonga Examinations Unit to operate sustainably with increased efficiency and effectiveness.

TIOE was the major beneficiary of this project with the establishment of a Quality Management System that included the following; development of new academic procedures, procedural documents, defined curriculum and assessment policies, set up of committees to manage new developments, student database set up, review of courses, new resources for the library.

The Commonwealth of Learning (COL) assisted the TIOE in offering the Diploma in Education through distance mode to primary school teachers in the outer islands. This project started in 1998 through collaboration between TIOE and the Distance Education and Communications Centre (DEACC) under the Community Development and Training Centre (CDTC). Unfortunately, with movements of staff and the lack of support and writers, the program has since been discontinued. At present the only other means of distance education offered is through the USP's Diploma in Education.

In 1999, there were significant changes to the Primary teacher training to reflect a more relevant form of training to schools in Tonga. Since, then, primary school teacher trainee have been required to take core courses in English, Tonga, Maths, Science, Social Science and other subjects taught at primary plus their teaching and learning subjects.

TIOE with assistance through the PRIDE project are developing teaching curriculum and qualifications for ECE and Inclusive Education. Progress is well underway with at least one primary school piloting the immersion of Special Education into primary school. Two Education advisors for ECE and Inclusive Education are being funded by PRIDE and are working on these projects.

#### **10.10 Summaries: Key issues for teacher and teacher education**

Teacher quality remains the key issue for teachers and teacher education in Tonga. Support is needed in the development of teaching materials and resources that are contextual and are specifically developed for the needs of Tongan teachers and their students. Enable greater access to teacher education (both pre-service and in-service) for non-government teachers.

The need to establish a Teaching Resource Centre – for teachers to have access to curriculum materials, teaching aid, resources and assessment materials. Support of professional development programs for teachers that are continual and accessible to non-government teachers and rural and outer island teachers. Current teacher education program can be extended to provide distance and flexible learning programs for outer island teachers. There cannot be enough support for the encouragement of quality teacher education in Tonga.

Further support the development of a leadership training program for school principals and head teachers. A Principals' qualification program needs to be developed specifically for the needs and context of Tonga and this program to be offered by TIOE.

Provision of Learning and Teaching materials in an effort to improve literacy and numeracy skills greater investment needs to go into production of teaching and learning materials in the Tongan language. There is a dearth of reading materials in the Tongan language throughout all levels of education. Research has proven that the mother language is the language of cognition.

Investment in the provision of quality infrastructure, resources and teaching materials for rural schools and outer islands schools (primary and secondary) will aid in resolving the issue of equity. TVET – to encourage greater access to TVET aid in the establishment of TVET courses at senior secondary

school level in the rural areas and in the outer islands. Widen the TVET curriculum to include courses that would best utilize local knowledge, skills and attitudes<sup>6</sup>. Such a curriculum will encourage girls to participate in TVET programs as well as encourage young people to live sustainable livelihoods within their communities. More support and discussion needs to take place on how TVET programs can include entrepreneurial courses. These subsequently, have implications for teacher quality and being able to meet the changing needs of Tongan society.

Teacher supply – particularly the need for vigorous method of forecasting, planning and monitoring of teach supply. Added to this is the need for review of policy on sources of teacher supply especially with teacher recruitment, retention, and remuneration and teacher preparation. This also includes the need to set up a database where teacher related data are kept and maintained.

Teacher education and Teacher specific policies to be developed based on sound evidence.

Partnership with communities – particularly with the local PTA is a partnership that needs greater understanding to harness its full potential.

### **10.11 Proposed issues/ areas for further scrutiny/research/discussion**

To further discuss and scrutinise the impact of the recent redundancy program and the civil strike on the morale and performance of teachers. Improve recruitment process for teacher trainees to attract quality teachers.

Role of parents through the PTA in financing schools – could there be more? Further discussion and study needs to take place as to better understand this unique yet pivotal relationship. At present PTA are major donors (local) in financing primary schools. However, could the PTA also play a role in teaching and learning advice?

Further discussion and research on support needed to develop programs that are sustainable and will encourage Tongan people to live sustainable livelihoods within existing communities and elsewhere. Education for sustainable development<sup>7</sup> is based on a strong foundation of culture from which economic, social and political growth are build upon.

Further discussion and research on support needed to build programs that directly impact on teaching and learning – improvement of teacher education programs through provision of teacher education materials, professional development programs, teacher education programs for outer islands and rural teachers, greater access for non-government teachers to participate in teacher education.

Further discussion and research on support and establishment of quality educational leadership programs – research, development and design of principals' qualification program for TIOE.

Support the production of teaching and learning resources in the Tongan language for primary school.

Further discussion and research on support systems for teachers to teach TVET programs that include entrepreneurship and local skills like fishing, weaving etc. TVET to be accessible to girls, senior high schools and in the rural and outer islands. TVET to reflect the needs of local communities and Tonga.

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<sup>6</sup> Fishing, agriculture, weaving, tapa making, cooking, creative art and design, sewing etc

<sup>7</sup> UNESCO launched in 2005 the Decade for Education for Sustainable Development.

Implications of teacher and teacher education development in light of the UNESCO's Decade of Education for Sustainable Development.

## **Conclusions**

While Tonga has done relatively well in moving Tongan education forward, recent political and organizational events have brought about greater challenges for the Ministry of Education. These challenges have to a large extent affected teachers and their performance. The political changes occurring in Tonga compounded with structural and policy changes within the Ministry of Education are added challenges to the climate upon which teachers are working. Further to this, the current review of the Primary school curriculum will add greater challenges to the work of the teacher. Given the changing climate in the Tongan educational scene, the Teacher and Education in the Pacific Project is most likely to assist Tonga Ministry of Education in identifying specific strategies, practices and policy options that may assist in significantly improving the performance of teachers in Tongan schools.

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# 11. TEACHERS AND TEACHER EDUCATION IN TOKELAU

Seu'ula Johansson Fua

## 11.1 Country background

### 11.1.1 National social, cultural, political and economic background

Tokelau comprises of three atolls – Fakaofu, Nukunonu, Atafu with a total land area of 12 square kilometres with a population of 1466 according to census taken in 2006. It is accessible only through sea by boat from Samoa. The country is administered by New Zealand and in recent years has made moves towards self government. The economy is largely dependent on subsistence means and traditional familial cooperation. The culture is vibrant and robust in spite of seemingly economic limitations and environmental challenges, and the Tokelauan language is still very widely used. A significant number of Tokelauans live outside of the country, mainly in New Zealand.

### 11.1.2 Educational background

In the past Tokelauan education has largely followed New Zealand curriculum. The Department of Education has just published a new National Curriculum Policy Framework whereby, significant effort is being made to ensure curriculum is relevant and meets the needs of Tokelauans living in the 3 atolls.

Schooling in Tokelau is from Early Childhood – to Year 11 at secondary school. From 2008, Year 12 will be offered through a USP School-based programme and Year 13 will follow in 2009.

Table below presents current school population

	Tialeniu School Fakaofu	Matiti School Nukunonu	Matauala School Atafu	Total
ECCE	13	27	38	78
Primary (Yr 1 – Yr 8)	72	52	90	214
Secondary** (Yr 9 – Yr 11)	52	19	36	107
Total	137	98	164	399
** Year 12 and 13 not available in Tokelau schools. Establishing Yr 12 in 2008				

There is a USP Centre located in Tokelau offering distance mode education.

The national curriculum was reviewed in 1997 which resulted in the National Curriculum Policy that covers the following policy areas;

Learning areas and subjects of study

Key competencies – which are based on Tokelauan notion of education and achievement

Language and Bilingualism – which sees a progressive transition from Tokelauan to English as medium of instruction

Early childhood education



Students with special needs  
Assessment strategy  
Length of the school year  
School terms  
Subjects to be offered  
Homework policy  
Pathways after Year 11  
Progression Policy  
Curriculum Planning and Review  
Monitoring the quality of teaching and learning  
Communication  
Discipline

Throughout these policy areas, there are specific provisions and training requirements for teachers. This is particularly for Language and Bilingualism, assessment strategy, early childhood and students with special needs. The monitoring and evaluation of teaching learning can also improve the professional development of teachers.

Tokelau Department of Education is currently operating within Strategic Plan 2005 – 2008. One of the key features of this strategic plan is the strong push to ensure Tokelauan culture, values, beliefs and knowledge systems are embedded within the education system.

The current strategic plan is build on seven strategic goals that include;

- Development of a curriculum that is relevant and meets the needs of Tokelau students
- Increase the number of trained and qualified teachers and improve quality of teacher performance
- Develop teaching materials and resources relevant to the curriculum and to improve ICT and facilities for schools
- Strengthen relationship with communities
- Improve access and equity for students with special needs
- Strengthen the administration and management of the DOE
- Provide relevant post-secondary and community education.

The National Curriculum Policy Framework as well as the current Strategic Plan have implications for the improvement of teachers in Tokelau.

## **11.2 Teachers and Teacher Education**

There is no teacher education institution located on Tokelau. Any teacher education programs are through the USP Tokelau Centre through distance mode.

Available teacher education programs are through professional development programs provided for in-service teachers either in Tokelau or Samoa.

The closest teacher education institute for Tokelau is located in Samoa at the National University of Samoa. Tokelau teachers have also trained in other neighbouring Pacific countries including Fiji and Tonga. New Zealand teacher education institutes have also trained Tokelauan teachers.

No data are available on number of teachers, teacher qualifications currently working in Tokelau schools.

### **11.3 Legislation and Employment Frameworks for teachers and teacher education**

Human Resource Manual for all public servants including teachers

Salary range for teachers in HRD manual is between NZ\$6,860 and NZ\$12,963.

The HR manual also has the Code of Ethics for all public servants which again include teachers.

### **11.4 Teacher-related and Teacher Education Policies**

Teacher related and teacher training policies are as stipulated in the National Curriculum Framework. Specific references to teachers are made in the Curriculum Policy Principles to be guided by the Teaching and Learning programme that require principals and teachers to implement teaching and learning program that are purposeful, relevant, motivational, reflective of Tokelau values and ways of being and other principles to ensure that the teaching styles suit the needs of Tokelauan children. The Teaching and Learning program also require reporting and communicating information about the students' learning and educational progress.

The National Curriculum Policy Framework also outlines Language and Bilingualism Policy. In this case, the medium of instructions for Tokelauan schools is bilingual in that it equally develops both Tokelauan and English. The Language policy however, recognizes that the child's cognitive development is best done in the first language and this must be allowed first. As such the bilingual policy allows for a gradual transition from the first language to English that by Year 7 each language is used 50% of the instruction time. This means that from ECE to Year 2 Tokelau is the language of instruction. By Year 3, about 80% of the units taught are in the first language and it gradually increases to 50% by Year 7. The Bilingual policy has implications for the training and teaching. This means that all primary school teachers must be competent to teach both languages. This also means that pre-service and in-service teacher education is focused on bilingual literacy development.

The National Curriculum Policy Framework also outlines Curriculum and Planning Review Policy which has implications for teachers' curriculum planning. The policy requires teachers' plans to demonstrate content to be taught in the year, specific reference to topics, objectives and outcomes, assessment plan that includes objectives, outcomes and assessment methods for the year. The policy also outlines that teachers are required to develop unit plans for their topics and that these plans be evaluated on a regular basis. The Curriculum and Planning Review Policy also requires principals to be able to monitor and supervise teachers and their professional development group meetings and to offer them curriculum advice. This effectively puts more responsibilities on principals and their instructional leadership.

The National Curriculum Policy Framework also outlines a policy on monitoring the quality of teaching and learning. This is a crucial policy in terms of assessing the quality of teachers by way of providing information on the effectiveness of teaching practices, student participation and learning. In this policy all schools are required to be monitored within their given schools. This policy requires that teachers are to participate at least twice a year in a monitoring process. The policy continues to outline the key requirements of the Monitoring policy including methods of monitoring and reporting procedures and processes. It is evident from the Monitoring policy the seriousness of the framework about improving the quality of teaching in Tokelau.

Current strategic plan relating to teacher and education and training have goals to;

- Increase the number of qualified and trained teachers working in schools by developing a pre-service teacher training plan that will include training institution, type of training, implications on employment and cost benefit analysis. Additionally to identify and contract teacher aides to participate in the pre-service teacher training programme.
- Improve the quality of teacher performance in the classroom by way of developing an IST program for teachers that will improve qualifications, strengthen knowledge and skills that will include pedagogy, use of technology and resources to implement the new curriculum. This will also include the development and implementation of a system to monitor teacher performance in the classroom and to train principals and senior staff members to carry out monitoring and evaluation of teacher performance.

### **11.5 Teacher Education Programs**

Teacher education programs will be in line with proposed teacher training programs provided as in-service training.

Other teacher education programs are as offered through National University of Samoa and USP.

Every two years the Department of Education funds one teacher per school to upgrade their qualifications at National University of Samoa or University of the South Pacific. The DOE also fund teachers to study through DFL.

Professional development programs in areas as required and provided by VSA (NZ) teachers.

Partnership with NZ Ministry of Education to upgrade teachers' skills in ICT and Special Needs Education and for Principals' professional development.

### **11.6 Teacher Education Curriculum**

Teacher education curriculum will be in line with proposed professional development plan set out in the current strategic plan.

Other teacher education curriculum available follows that of NUS and USP.

### **11.7 The teacher educator and the student teacher**

No available data

### **11.8 The Teacher Graduate (status, quality, deployment etc)**

Table displays the staffing profile for 2007.

Table: Staffing Profile

	Total Teachers		No. Qualified		No. Certified		No. Not Qualified	
	M	F	M	F	M	F	M	F
ECCE	0	8	0	1	0	0	0	7
Primary	9	14	2	5	2	2	5	7
Secondary	11	10	4	5	0	0	7	5
Total	20	32	6	11	2	2	12	19
Total M & F	52		17 (32 %)		4 (7 %)		31 (59 %)	
Ratio	1:8		1:19				1:13	

### 11.9 Resources for teachers

The national Curriculum Policy Framework was developed with assistance from the PRIDE project.

Curriculum statements are in the process of being prepared as per subjects. Draft curriculum statements for Science, Social Science, English and Tokelau have been completed and teachers will begin to implement these from term one, 2008. The Curriculum Statements in Mathematics, Health and Physical Education and Environmental Science are still being worked on.

The DOE provides Professional Development on National Curriculum Policy Framework and Curriculum Statements.

Learning media resources for schools and a current survey to identify resource needs in the schools.

Current strategic plan has as one of its key goals for the improvement of resources and facilities as follows;

1. Develop and adapt teaching materials and resources relevant to the curriculum statements by;
  - conducting a study to identify resource needs for teaching the new curriculum
  - developing teaching materials and resources to meet the needs as specified in the above proposed study
  - identifying relevant teaching materials and resources from other sources and adapt for local needs.
2. Provision of ICT to support teaching and learning by;
  - identifying and putting in place recommendations for ICT in education based on the Tokelau ICT review 2004
  - securing donor assistance for the acquisition of ICT equipments for schools
3. Improve facilities in all schools by;
  - developing a minimum standards requirements for school facilities
  - carrying out a survey to identify needs for facilities and equipment repair, replacement or upgrade
  - in partnership with each Taupulega to developing plan and timeline for meeting minimum standards requirements.

### 11.10 Projects for teachers and teacher education

No data available other than strategies proposed in the current strategic plan.

### **11.11 Summaries: Key issues for teacher and teacher education**

The limited data available on teachers and teacher education in Tokelau gives particular challenges to making any informed identification of key issues of teachers.

Key issues that can be identified from the available data relates to the need to improving teacher quality through professional development programs. There is a shortage of qualified and trained teachers. With the newly introduced National Curriculum Framework and the development of a new curriculum and assessment methodology has implications for the teacher education and training. The current strategic plan is quite clear in its goal to improve the quality of teacher performance in the classroom. There is a need to improve the quality of school leaders to improve staff morale, work ethics and consequently improve student learning.

Like other small states without a local teachers' training college, the issue of teacher supply remains a key issue. The current strategic plan has also identified strategies that to increase the number of qualified and trained teachers.

With the changes in the curriculum is the associated need for the development and distribution of teaching materials and resources.

The role of the community in support of education is an important issue for Tokelau. The current strategic plan has identified community partnership as one of its strategic goals. Nurturing of parent and teacher relationship is crucial for the strengthening of Tokelau education and the role of teachers.

### **11.12 Proposed issues/ areas for further scrutiny/research/discussion**

The limited data available on Tokelau teachers necessitates further data collection on basic statistics on teacher qualifications, deployment, recruitment and retention amongst other basic statistics.

The issue of teacher quality needs further discussion and research to identify specific plans for developing pre-service and in-service training programs. This will include consideration of distance and flexible learning and other modes of training appropriate for Tokelau context.

The issue of teacher supply, like other small states without teachers training college – remains an issue that needs further scrutiny, discussion and research on best practices and alternative approaches to ensure steady supply of quality teachers.

The distance between the three atolls makes any sharing of resources a challenge. What are the various avenues for developing, publication and distribution of teaching aid and resources? Perhaps a study to assess what resources are available in schools and what are the gaps in the provision of resources. In provision of resources for teachers, the issue of sustainability must always be considered – particularly in relation to technology. It also needs to be discussed how else community partnerships could assist in the provision of educational resources for schools.

While the National Curriculum Policy framework is to be commended as a document truly reflective of Tokelauan values and philosophy, more work needs to be done to set in place Policy for teachers and teacher education. Such policy needs to be specific in nature as to guide professional development, training and assistance offered to student teachers outside of Tokelau, teacher supply and teacher quality. The development of such policy needs evidence based on Tokelauan context – particularly in light of the limited availability of basic data on Tokelauan teachers and teacher education program.

## **Conclusions**

Tokelau DOE has done well in producing the National Curriculum Framework which reflects a strong effort to ensure that education serves the needs and aspirations of Tokelau. With the curriculum development in progress, the attention of the DOE has also turned to teacher quality and supply and the need for teaching resources to support the new curriculum. The TEP project is an opportunity for the Tokelau DOE to conduct thorough study on strategies for improvement of teacher quality through professional development programs that are feasible and sustainable. The TEP project can also be an opportunity for the DOE to investigate strategies that can improve teacher supply. Added to this, the TEP project will be an opportunity to assess resources needs of teachers across the three atolls. The size of Tokelau presents unique opportunity for learning of best practices amongst similar sized Pacific Island countries.

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## 12. TEACHERS AND TEACHER EDUCATION IN TUVALU

Seu'ula Johansson Fua

### 12.1 Country background

#### 12.1.1 National Social, Cultural, Political and Economic Background

Tuvalu refers to 'group of eight' being the eight islands that became Tuvalu after their separation from Kiribati and later gained independence in 1978 from the United Kingdom. Tuvalu is a group of nine coral islands lying to the south of the equator and west of the International Date Line and about 1,000 kilometres north of Fiji. The centre of government is located on Funafuti which together with Nukulaelae and Niulakita makes up southern Tuvalu, while Nui, Nukufetau and Vaitupu are located in central Tuvalu and further up north are the islands of Niutao, Nanumea and Nanumanga.

Tuvalu is an archipelago of six atolls and three coral islands with the largest island being Funafuti with a ring of coral reefs stretching 70 kilometres in circumference enclosing 200 square kilometres of lagoon.

Latest census count in 2002 showed a total population of 9,359 residing in the islands of Tuvalu. Of this total population, 3,962 people were residing on the main island of Funafuti while 5,397 were residing in the outer islands of Tuvalu. Tuvalu has a significantly young population with 36% of the total population younger than 15 years of age. The annual growth rate for Tuvalu is at 0.5%.

Tuvalu, similar to most other atolls in the region, has a number of key development constraints including; limited natural resource base; widely scattered and sparsely populated island geography; small domestic market with little potential for economies of scale with limited economic opportunities within the domestic market; increasingly competitive international market for seamen; access to major international markets is expensive and low absorptive capacity for major investments amongst others.

While some of these key development constraints are beyond the ability of Tuvalu to address, there are certain strategies that the Tuvalu government is adopting to reduce and resolve some of these development constraints. Since gaining independence from the United Kingdom, Tuvalu has worked creatively and hard to become financially independent. To Tuvalu's advantage they have several assets and valuable resources that can be further enhanced and developed to meet the needs and development of the country. The Tuvalu Trust Fund (TTF) and the Falekaupule Trust Fund (FTF) are investments that reflect Tuvalu's forward thinking and economic responsibility. Tuvalu has an extensive Exclusive Economic Zone (EEZ) which generates substantial revenue through fishing license. Large amounts of revenues have also been received from the dotTV licence. Tuvalu's seafarers are internationally renowned for their skills and capability and also the strong traditional culture of the country that has helped promoted social stability and family welfare.

For Tuvalu, the government's main source of revenue is through the fishing and dotTV licences and from the TTF. The 2001 and 2002 latest data show that the annual real growth in GDP were 5.9% and 1.2% respectively. This reflects the continual volatility in the growth of GDP between 1991 and 2002. The recent economic performance has been an impact on increased government contribution to the GDP and from the public enterprises from 24% in 1999 to 30% in 2002 for the government and from 32% in 1996 to 39% in 2002 from the public enterprises.

The 2002 -03 trade deficit was equivalent to an average of 78% of the GDP and exports represented less than 1% of the value of imports. The value of imports per capita in 2003 was about A\$2500 (equivalent to 86% of GDP per capita) – which is amongst the highest in the region. The food and beverage imports were valued at A\$655 per capita in 2003 which is equivalent to about 23% of the per capita GDP. A large proportion of the remittance is spend on imports including food and beverages. The high level of food imports has also contributed to the declining production of local foods through agriculture and fisheries. This has made food security a real issue for Tuvalu which is further perpetuated by migration from the outer islands (where mostly subsistence activity) to Funafuti (where mostly formal employment activity) and growing dependency on cash economy. The trade deficit has however, been managed to some extent with revenue from the fishing and dotTV licenses as well as from the TTF and the remittances.

For most families in Tuvalu, their main sources of income are from formal employment (58% of resident population above 15 years old) and fishing, agriculture and handicraft (21% of resident population above 15 years old) and from remittances.

With an average of 400 – 500 seafarers out at sea, the remittances from them (and to less extent remittances from other Tuvaluans resident overseas) are a major contribution to the economy. The 2002 census showed that 44.2% and 34.2% of all Tuvalu households received remittances from abroad in 1991 and 2002 respectively. The largest number of households is from the outer islands with 35% of households reporting that they received remittances. Similarly, within the households in the outer islands that receive remittance, some 75% of them stated that the remittances from overseas were their primary source of income. The census also showed that there are more households in the outer islands that received remittances from seafarers and from Funafuti than the number of households on Funafuti – this reflects the importance of the outer island incomes from seafarers.

The main source of household income is from wages of which 59% of Tuvaluans fall within this category – most of whom are residents of Funafuti. About 18% of Tuvaluans receive their income through remittances of which most of them are residents from the outer islands. In Tuvalu, only 9% of households receive their income from sale of fish, handicrafts and copra and majority of these households are from the outer islands. More than 5% of Tuvaluans receive their income from privately owned business – and most of these households are residents of Funafuti. These figures suggests that residents of Funafuti are increasingly involved in commercial activities related to sales of goods and services while the outer islands are mainly involved in the sale of home grown produce and reliance on remittances – mostly from seafarers.

Of the 59% Tuvaluans who were economically active more than half of them were males. In both the rural and urban populations, there were more men who were actively involved in the formally employed than women. However, there were more women (from both the rural and urban populations) who were working in the fishing, agriculture and handicraft sector. The general trend appears to show more men actively participating in formal employment while more women are actively participating in fisheries, agriculture and handicraft. However, there were still more women who were unemployed than men. Further to this, there were also more women who were not economically active. Although there were 192 male students at the time of the census this was in comparison to 159 female students. Majority of Tuvaluan women who are not economically active are engaged in full-time home duties.

Tuvaluan men tend to be more economically active than women. From the ages of 15 – 19 more than 44% of male teenagers were economically active in comparison to 27% of female teenagers. While the proportion of economically active males continues to remain high above 80% throughout most of their adult lives, women's economic participation gradually declines after 24 years old. This perhaps also



correlates to the average marriage age for Tuvaluan women (20 years old) and those women aged between 25 and 29 years old are reported to have the highest number of births during the 1992 – 2002.

Despite an increasing number of Tuvaluans who are formally employed, about 21% of the population 15 years and older are engaged in subsistence activities such as fishing, agriculture and producing handicrafts. This is most apparent in the outer islands where more than 30% of the labour force and more than 60% of the outer island population are involved in some form of subsistence activities. Of the 661 women throughout Tuvalu who are involved in subsistence activities, 568 of them are from the outer islands while only 93 women from Funafuti were involved in subsistence activities. Most women who are involved in subsistence activities were mainly making handicrafts while most men were involved in fishing. The few people who were involved in subsistence activities on Funafuti were producing goods primarily for sale rather than for family and personal use as is the case in the outer islands.

It is apparent from the census that while the main source of income for Funafuti is formal employment, for the outer islands, the greater majority are involved in subsistence activities. It is also apparent that more women were involved in subsistence activities than men on both the rural and urban populations. However, with outward migration from the outer islands to Funafuti, there is a growing situation where food security is declining and a growing dependency on cash economy is confounded by lack of formal employment to take up increasing number of young people from Funafuti and from the outer islands. With more people moving away from subsistence economy, and few opportunities for formal employment, there is an increasing number of youth who are unemployed and are not willing or have the necessary skills to earn livelihoods from subsistence economy or make contributions to the exports. At present Tuvalu's main export are the seafarers and the income that they bring into the country.

One of the key challenges of providing quality social services throughout Tuvalu is the cost of provision for small population scattered across geographically distant atolls. The Princess Margaret Hospital in Funafuti provides the main health services for the country. The new hospital completed with funding from Japan is able to provide curative and also some basic health services. However, the outer islands are still very much in need of upgraded health services to meet minimum standards. At present there are no doctors permanently stationed in the outer islands and visits from the main hospital are not regular. There are no private practitioners available on Tuvalu. Some of the outer islands clinics are in serious need of repair and replenishment of medical supplies.

However, despite the limited resources available for health development, Tuvalu is progressing well in terms of reaching the Millennium Development Goals regarding health issues. Tuvalu has managed to reduce infant mortality rate from 51 in the period 1992 – 1997 to 35 in the period 1997 – 2002. Tuvalu has also managed to make some improvements in maternal health with 0 – 2 cases of deaths per year. However, HIV/Aids and other Non-communicable diseases are quickly become serious issues for the health sector. Although 9 cases of HIV/AIDS have been recorded in Tuvalu, there is a belief that this is an under report and despite a relatively small population, the high number of seafarers who travel the world makes this problem a growing concern for Tuvalu's health sector.

Tuvalu's youth population at the ages of 15 – 24 is about 16% of the total population. The Funafuti population shows 17% are young people. The problem of youth unemployment is steadily growing with the latest census in 2002 showing 10% of the youth population being available for employment but there were no jobs. The Participatory assessment of hardship that was conducted in 2003 identified youths as the most disadvantaged group in Tuvaluan society.

Impacts of internal migration are apparent on Funafuti with a population density of 1,610 persons per sq km while the outer islands are at an average 222 persons per sq km. The average household on Funafuti is 6.2 persons while in the outer islands it is 5.8 persons. Housing conditions on Funafuti are becoming crowded not only in terms of housing structures but also in the availability of land. What is now a growing concern is with the limited land on Funafuti and the growing migration from the outer islands, there are now serious issues of poor housing and sanitation, poor health, lack of safe water to be confounded with lack of employment and access to land for subsistence cropping further contributes to an increasing number of families in hardship.

### **12.1.2 Educational Background**

Tuvalu has always placed education as a priority in its strategic goals. This is strongly reflected in the budget allocation which in 2002 it was allocated 22% and prior to that in 1996 it was 19%. There are primary schools on Funafuti and throughout the outer islands while there are two secondary schools – Motufoua High School (government owned) which is located on Vaitupu and Feituvalu (privately owned) which is located on Funafuti.

The 2002 census showed that of resident population over 15 years of age, 22% have no formal education of which 26% of them were women. An additional 55% of the population received primary education and 14% received secondary education while 8% received tertiary education. An apparent trend in the population that have received some form of formal education is that more men (in all levels) received formal education over women.

There are also two tertiary institutes – the Tuvalu Maritime Training Institute (TMTI) and the Tuvalu USP Centre – which are both located on Funafuti.

Through Tuvalu government, Australia and New Zealand aid several in-country and out of country scholarships are offered to Tuvaluans. These scholarships are much sought after and they range from undergraduate degrees to post graduate degrees. Since, the government has revised its scholarship policy in 1997, more women have opportunities to study overseas and the selection criteria have been clarified. The government has also worked hard to distribute scholarships accordingly as well as in accordance to development needs.

Human Resource Development is the key to the achievement of the current national strategic development plan. Tuvalu has always recognised the importance of its human resources and the role that education plays in preparing Tuvaluans for life in Tuvalu and abroad. Despite the relatively high investment in education, there is a belief that the quality of education is not meeting the needs of the country. Issues of quality and quantity have been identified as priorities for the development of human resources in Tuvalu.

The current national strategy has set up several policy objectives to address the issues of quality and quantity in the education and training sector. These issues include the training of teachers, improvement in classroom facilities, curriculum to better meet the needs of the people and the country, science and technical and vocational training will be made crucial parts of the curriculum and other policies to ensure scholarship students return and work for Tuvalu. As with other priorities areas, it is also vital for the education system to maintain TMTI's 'White List' status.

Basic education in Tuvalu consists of 2 years at preschool, 8 years at primary school and 4 years at secondary school. Education in Tuvalu is compulsory and is free from the ages of 6 to 15 which consequently ensure that access to primary and secondary education is available to all. The 2002

census recorded a 99.9% of 6 – 13 years old attending school. However, despite free and compulsory education until 15 years there is a significant decline in enrolment after 14 years old. This is most prominent amongst boys where the data showed that at 15 years old 88% of females were still at school while there were only 67% boys enrolled. By the age 16, 27% of boys and 41% of girls were still enrolled in school. This trend however, somewhat levels off for boys by the time they are 19 years and older as most are probably enrolled at the Maritime Training Institute. Despite the decrease in the number of boys enrolled in school, there is a higher number of boys (37.8%) completing secondary school over girls (33%). This trend is again reflected in the percentage of the population that had completed some form of qualifications. The census record showed that 14.7% of males over 13.9% of females had secondary school qualifications and a further 9.4% of males over 7% of females had continued on to complete tertiary qualifications. The availability of the Maritime Training Institute is an avenue for boys to go for further tertiary studies. Population on Funafuti also tend to have more qualifications and years of education than the population on the outer islands.

The pupils/teacher ration has over the years remain relatively low – in 2004, the ratio was at 23.9 for primary schools while it was 10.9 for Motufoua and 16.6 for Fetuvalu. This may seem like an advantage but it has yet to be fully realised due to other compounding factors including inefficient use of pupil/teacher ratio, teacher quality, resources and inappropriateness of the curriculum. In terms of progress towards the MDG and the achievement of universal primary education, the data on primary enrolment ratios vary – the ministry of education and culture states a 100% enrolment, while the census in 2002 showed 99.9% and other sources states lower numbers. Similarly, there is claim by the Ministry of education of a 95% literacy rate but like most other Pacific Island countries, some of these data are outdated and are in need of new surveys to update the literacy rates.

Pre-school Education has been in the past privately operated and was outside the jurisdiction of the Ministry of Education and Culture. In 2004 there were 18 Early Childhood Education (ECE) centres in Tuvalu for 727 children between the ages of 3 – 5. Most of these ECE centres were operated by local communities illustrating the support that parents have for ECE. However, as this had fallen under private operation, there has been little coordination and standardisation of an official curriculum. Similarly, there are only a few qualified ECE teachers. The 2002 Education forum have recommended increased involvement of the Ministry of Education in the provision of ECE – this to be done through the set up of appropriate advisory council, national curriculum, funding for ECE and support for training of ECE teachers through the USP Centre in Tuvalu.

Primary Education is largely offered through the government with 9 primary schools plus one privately owned primary school. In the past there has been a policy of automatic progression up to Class 8, however, with the new requirement for entrance examination to secondary school there are emerging problems with retention at class 8 and also push outs from the system. Students who leave the system at this age is not guaranteed with skills and knowledge to be able to earn a livelihood.

The Tuvalu Primary Education has benefited from several recent reviews including the Westover Report (AusAID 2000), Tuvalu National Education Forum (DOE 2002), Quality in Education and Training (MOES 2002) and a number of Tuvalu Australia Education Support Program (TAESP) reports. These reports have identified the following issues to be addressed in Primary Education :

- Language of instructions in primary education and its standard of delivery which come down to the usage of the vernacular and English.
- Provision for the teaching of science and computer subjects, particular for the outer islands – both in terms of equipment, cost and teacher training.
- In-service training and up-grading courses for teachers.
- The Year 8 repeaters and what to do with them and their teachers.

- More staff needed for DOE functions particularly with curriculum development and evaluation.
- These issues have to be considered in relation to the curriculum offered at ECE as well as at Secondary education. The European Union (EU) and the TAESP have been involved in upgrading buildings and curriculum development until 2004.

Secondary Education is offered in Tuvalu through the stated owned Motufoua Secondary School located on Vaitupu with a total of 446 in 2004 and the privately owned Fetuvalu Secondary School – located on Funafuti - operated by the Tuvalu Christian Church. Fetuvalu had been closed for almost five years and has just been re-opened in 2003 with an enrolment of 183 for 2004. Fetuvalu offers the Cambridge syllabus and its enrolment is quickly increasing. Motufoua has been offering the Fiji Junior Certificate (FJC) at year 10, Tuvaluan Certificate at Year 11 and the Pacific Senior Secondary Certificate at Year 12.

Similar to the Primary education program, the Tuvalu Secondary education has been reviewed under several reports including the Westover Report (AusAID 2000), Tuvalu National Education Forum (DOE 2002), Quality in Education and Training (MOES 2002), Tuvalu Curriculum Framework (AusAID 2003) . From these reports, the following issues have been identified to be addressed in secondary education:

- Future of FJC and other assessments and how appropriate FJC is to the needs of Tuvalu.
- Curriculum to be streamlined from ECE, to primary to secondary and the need to resolve the language of instruction.
- Junior secondary schools to be established as an alternative to Year 9/10.
- Standard of Motufoua to be improved in all aspects including the curriculum and assessment.
- Future funding options for secondary education including Fetuvalu.
- Year 13 to be considered as part of the secondary education.
- It is evident that the state of secondary education in Tuvalu is changing and some major decisions are to be made for the provision of this service. Much work also remains in the area of curriculum development and also teacher training. Financing secondary education remains a challenge particularly in relation to senior secondary.

Tertiary Education on Funafuti is mainly offered through the USP Centre which offers several courses at foundation level and also at degree level. Due to limitations in the use of high speed internet and lack of resources and equipments for science laboratories as well as tutors the benefits of the Centre has not been fully utilised. In order for the centre to increase its capacity to cater for the needs of Tuvalu, there is a need for further review and investigation into possible cost-benefits and cost-effectiveness of enhancing this service. Through scholarship schemes students have been able to study in Fiji, Samoa and Tonga on various specialised areas. However, these scholarship schemes need further articulation and investigation into more economically sustainable processes that will also allow more students to study overseas or locally.

In order for Tuvalu to fully realise and harness the benefits gained from tertiary education, in-depth reviews and studies need to be carried to identify appropriate policy options and possible strategies that are cost-effective and sustainable.

## **12.2 Teachers and Teacher Education**

Tuvalu at present does not have a teacher education institution. Most teachers are trained in neighbouring countries including, Fiji, Samoa, Solomon Islands, Kiribati and Tonga.

Primary Teaching through distance and flexible learning. The Bachelor of Education program however, cannot be fully completed via distance mode, students are still required to move to Fiji to complete the program.

Consultations held by USP in Tuvalu in 1997 through the Strategic Planning Seminars held regionally, showed Tuvaluan public's wish for the establishment of a Teachers Training College for Tuvaluans. The proposition also came with the request for USP to assist in the set up of a Teachers Training College.

The current Te Kakeega II (National Strategies for Sustainable Development) 2005 – 2015 however, does not show any further plans for this request for the establishment of a Teachers' Training College. The Tuvalu Department of Education Strategic Plan 2006 – 2010 and the Tuvalu Education and Training Sector Master Plan do not reflect any propositions for set up of a Teachers Training College. However, these two documents have put in place project activities for improvement of training services provided for teachers.

The Ministry has done well in the past in providing training for the teachers – of the 66 teachers, 36 of them have completed Diploma in Primary Teaching while the remaining staff have basic teaching certificates. However, there is still need for training of assistant head teachers and in-service support programs for teachers.

The latest statistical figures from the Central Statistics Department showed that in 2004 there were 84 primary school teachers working with a primary school population of 2010 of which 1035 of them were male. This meant that in 2004 the pupils/teacher ratio was at 23.9. This is an increase from a pupil/teacher ratio of 18.8 in 2003. Refer to Table One for primary school enrolment since 1996.

Table 31: Primary School Enrolment by year, sex and pupils teachers' ratio

Year	Male	Female	Total	Teachers	Pupils/Teachers Ratio
1996	938	747	1685	59	28.6
1997	957	786	1743	78	22.3
1998	975	846	1821	90	20.2
1999	955	784	1739	92	18.9
2000	1055	885	1940	98	19.8
2001	945	853	1798	98	18.3
2002	846	795	1641	99	16.6
2003	945	914	1859	99	18.8
2004	1035	975	2010	84	23.9

Source: Central Statistics Department sited [www.spc.int](http://www.spc.int)

### 12.3 Legislation and Employment Frameworks

Tuvalu Department of Education's Strategic Plan 2006 – 2010 has strategies to review the Education Act as way to improve the quality and efficiency of managing the department. The Education Act has not been sighted. The Department of Education is currently reviewing the Education Act.

National Education Policy 1999.

The current strategic plan has also proposed strategies to review/establish policy on teacher professional development including the development of national teacher training and development plan and to develop Performance Management System (PMS). The department is currently looking for donor assistance to put these policies in place.

#### **12.4 Teacher-related and Teacher Education Policies**

The Department of Education in line with the current strategic plan are working on setting up teacher training policies.

#### **12.5 Teacher Education Programs**

Pre-service teacher education programs are held outside of Tuvalu through programs offered by Fiji, Samoa, Solomon Islands and Tonga.

Teacher Education programs offered in Tuvalu is mainly through in-service training through professional development workshops.

The Education and Training Master Plan when drafted in 2004 raised the difficulty in offering in-service training programs due to the high cost of travel between islands and the lack of effective communication technology to link up the islands.

Recent professional development workshops and programs have been in relation to the review and trial of new curriculum program including the implementation of Science Education and Health Education curriculum in schools classes 1 – 4 through Tuvalu- Australia Education Support project in 1998.

Tuvalu Education and Training Sector Master Plan as well as the Tuvalu Department of Education Strategic Plan 2006 – 2010 propose several projects on professional development for teachers. This includes proposed Program 2: Improving Primary Education through Project 1 to improve the standard of English where the key objective is to raise the number of primary teachers with TEFL (Teaching English as a Foreign Language) qualifications. Additionally, under Program 2, the DOE has also proposed under Project 3 to improve In-service Training through Distance Learning. This project proposal aims to delivery in-service training to all teachers through distance learning using a specifically designed curriculum aided by appropriate distance learning technology.

#### **12.6 Teacher Education Curriculum**

Any form of teacher education curriculum is in line with professional development programs offered by the DOE primarily in relation to the review of the curriculum, trial of new materials and teaching knits.

Teacher education in the form of pre-service will follow the curriculum of the teachers' training college that Tuvaluans choose to attend. This can range from teachers' training colleges in Fiji, Solomon Islands, Kiribati, Samoa and Tonga.

## **12.7 The teacher educator and the student teacher**

No data available.

## **12.8 The Teacher Graduate (status, quality, deployment etc)**

The Education and Training Master Plan drafted in 2004 identified 71 posts for classroom teachers with 5 posts unfilled in primary education.

The 66 post filled within primary education, there are 36 teachers who have completed the Diploma in Primary Teaching with the remaining 30 teacher having only completed teaching certificates.

There has been an increase in the number of qualified teachers since 2000 – but there is no available statistics to show this.

In 2004, the 9 head teachers working for the primary schools were all fully qualified but the DOE has identified the need for further training for the assistant head teachers.

## **12.9 Resources for teachers**

The Tuvalu – Australia Education Support Project conducted in 1996 to implement the new Science Education and Health Education Curriculum in schools for classes 1 – 4 gave a good indication into the supply, organization and other issues relating to resources available for teachers – albeit specific to Science and Health Education and it has been 9 years since this project.

At the time of the Tuvalu – Australia Education Support Project it was reported that teachers generally had good access to materials needed to teach the curriculum. The report however, put forward suggestions as to better organization of curriculum materials, ensuring materials within the school are known to all teachers and are shared. The report also raised the problems faced by teachers in the outer islands with the lack of photocopier machine, charts, visual aids and specialized dictionaries for teachers.

School facilities across Tuvalu are in various conditions ranging from modern classrooms equipped with desks and chairs on Funafuti to classrooms demanding repairs and basic equipments in the outer islands.

The current strategic plans recognizes the inequity in the distribution of resources and has put in place strategies to conduct advisory study on Junior Secondary School and to construct Junior Secondary School facilities based on the recommendation of the study.

Further to this, the current strategic plan has also put in place strategies to provide basic teaching and learning materials to all schools; replenish science kits in primary schools; replenish science, home economics and industrial arts equipment in secondary school and to upgrade library books and reference materials.

## **12.10 Projects for teachers and teacher education**

The current strategic plan has proposed leadership training by way of teacher development through the development of professional development programs for principals and head teachers and to train potential educational leaders. At present the DOE is seeking donor assistance for this program.

The Tuvalu Education and Training Sector Master Plan has the following proposed projects for the improvement of primary education by improvement of teacher education – which in the case of Tuvalu is through professional development;

Improving the standard of English by increasing the number of primary teachers with TEFL qualifications and introduce relevant technology to support teaching of English to primary classes;

In-service training through Distance learning by review of possibilities for using distance learning for primary teacher training, selection and installation of appropriate distance learning technology, design and adaptation of curriculum support for teachers guidelines, materials etc, and the delivery and evaluate in-service training.

BEMTUP project

### **12.11 Summaries: Key issues for teacher and teacher education**

For the current teacher, the provision of in-service training remains a key issue. The high cost of travelling between the islands compounded by the ineffectiveness of telecommunications are challenges for providing any regular and sustained in-service training for primary school teachers.

The proposed project on offering in-service training through distance learning has a real possibility and lessons can be learnt from USP's long history of using distance learning. Added to this, Cook Islands Teachers' Training College current effort to externalise their courses can be a relevant example for Tuvalu to consider.

The training of pre-service teachers still remains a challenge as student teachers are sent for training outside of Tuvalu. Various issues have been identified as challenges in sending student teachers to train overseas – this includes housing and support for students and availability of scholarships to study overseas.

The census 2002 showed an interesting trend of where boys tend to stay longer at school as compared to girls. Added to this, young men, have access to TMTI for further vocational training while young women only have access to USP through the Tuvalu Centre. It is obvious that there is limited avenue for young women to pursue tertiary training and consequently employment. The 2002 census has also showed few young women are engaged in employment then young men. This means, that there is a significant number of young unemployed women in Tuvalu. Whether this is due to cultural practices or economical practices is not certain. What is evident, however, is that there is a pool of human resources that has yet to be fully utilised.

The supply of resources to teachers still remains fairly unknown. The only study that has some record of resources is over 9 years old. The DOE strategic plans have showed concern with unequal distribution of resources between rural and urban centres.

The concern over the language of instruction still remains to be clarified. While the proposed project for the improvement of the English language by way of offering TEFL qualifications, it also begs the question of whether there is similar attention given to the Tuvaluan language.



The review has also highlighted the concern with teaching science and computer subjects and particularly for the outer islands. This concern has been raised in several earlier reports including the Tuvalu National Education Forum (2002). The documents reviewed also showed a particular favour towards science and computer science subjects. This consequently raises issues of funding, resources and maintenance of resources. Given, the impact of climate change on Tuvalu and the sustainability of Tuvaluan culture and people the issue of the usefulness and relevancy of education is raised here.

The proposed drafting of a teacher professional development policy is much needed to coordinate and guide various in-service training programs as well as ensure steady supply of pre-service training. The policy will also guide quality management of teachers entering and working in the system. It has also been identified in the Education and Training Sector Master Plan, the need to base policy on sound research and specific evidence.

With the high cost of administering 10 primary schools spread across Tuvalu, it makes sense to strengthen leadership at school level. The current strategic plan has identified this need and the DOE is currently seeking funds for this.

The high retention number at Year 8 is of course to the DOE and while proposed changes to the curriculum are to be carried out, the current consequence and impact of this rests upon the teachers. Teachers at Year 8 and primary can benefit from greater support through training and resources to address the retention issue as well as prepare for the proposed changes to the curriculum. More data however, needs to be gathered in order to have a thorough understanding of this issue and any formulation of strategies and solutions to this challenge. AUSAid and Forum Secretariat are currently assisting in addressing this problem.

### **12.12 Proposed issues/ areas for further scrutiny/research/discussion**

The set up of a teacher and professional development/training policy is first most needed to guide future programs. The legal and employment framework upon which the policy falls within needs to be discussed. Added to this, is a discussion needs to take place as to how to gather data and evidence to support and base the policy upon. Is there a need for a tracer study of teachers' experiences with professional development, pre-training and deployment? What other types of data are needed to fully inform a teacher and professional development policy that will be relevant, useful and worthwhile? How does the issue of Year 8 retention inform or impact on a likely future teacher and professional development policy? Will the policy have guidelines for teacher professional development curriculum? Will the policy address issue of language of instruction? What are the financial implications for such a policy and the issue of sustainability of outputs and outcomes based on such a policy?

The issue of teacher supply remains to be further discussed. Given the current arrangement of training teachers off shore – are there other alternatives which are sustainable and financially viable? Could a teacher training institute be an avenue for young women given that TMTI provides an avenue for young men? Given the proposed option of a distance learning mode for in-service programs, could a similar set up be done for pre-service? The example of Cook Islands Teachers' Training College may provide relevant and meaningful lessons.

As the supply of pre-service teachers remains outside of Tuvalu, there is little control by the DOE of the quality of teachers that they are recruiting. This raises the issue of teacher education curriculum

and its relevancy to Tuvaluan context which consequently raises the issue of teacher quality. What is a quality Tuvaluan teacher? To what degree does a Tuvaluan teacher have to re-interpret skills, knowledge and values gained in overseas institutions into a Tuvaluan classroom? Further research into the quality of Tuvaluan teacher graduates as they come from various teacher education institutes around the region (Fiji, Samoa, Tonga etc). Are there challenges to the standardisation of teacher quality in Tuvalu given the various and different context and teacher educational institutes that offer teacher training to Tuvaluans? Is the quality of the current teaching force able to meet the changing needs of Tuvaluan society – given its social, economical and environmental context and challenges?

While the data has shown little evidence of community/parent partnership strategies or plans, given the context of Tuvalu, it is likely that the community can and is playing a significant role in supporting the DOE and the schools. Issues to be discussed here, is the role of community and parents in the education of Tuvaluan children given that they are the ‘first teachers’. Could communities participate more in the education of their children – particularly in light of high cost of resources, travel and telecommunication related to education? Is there a place for community elders and Falekaupule to support teachers and head teachers?

While there are other areas of concern that has been raised in section 12 – it is assumed that once a clear policy on teacher and teacher education (training/professional development) is in place, it will guide solutions to the identified issues. Such a policy based on evidence and context specific data should provide sound basis for guidance and decision making.

Other areas that need further study is an induction program for teachers – particularly as teachers are trained from various countries. There is a need to conduct a research study that will inform and provide material to set up a training module and an accompanying handbook so that principals can conduct an induction program for new teachers.

Although the Language issue has been raised before, further research needs to take place, to gather views and feedback from communities on the language of instruction. There is a current proposal to review the Language policy and to do this, further study and consultation needs to take place to better inform the Language policy.

As Tuvalu, does not have a teachers training college and the main form of teacher education is through in-service training, the Department will benefit from a Unit/Cost analysis of the provision of in-service training for the atolls. The geographical distance of island atolls and the cost of delivering in-service is not a challenge particular to Tuvalu, but also most other Pacific Islands states. Lessons learnt from Tuvalu can be shared with other Pacific states with similar challenges in the provision of in-service training for outlying islands.

## **Conclusions**

Tuvaluan education has benefited from various recent reviews on primary education which have agreed on various educational issues including in-service training and up-grading of teachers. Added to this is the DOE’s current strategic plan which aims to address in-service training and professional development. Given findings from recent reports, the current strategic plans of the DOE and the findings from this preliminary study on Tuvaluan education, it is advisable that the second phase of TEP foremost meet the study need identified by the DOE. Issues raised in section 13 can assist in articulating and planning the study so that the opportunity to conduct a national study on teacher and teacher education in Tuvalu is maximised and that it reaps useful data.

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# 13 TEACHERS AND TEACHER EDUCATION IN VANUATU

Sereima Lumelume

## 13.1 Country background

### 13.1.1 National Social, cultural, political & economic background

The Republic of Vanuatu is a ‘Y’ shaped archipelago of 83 Islands located about 2,000 kilometres (1,243 miles) northeast of Australia, 1,000 km (600 miles) west of Fiji, and 400 km (200 miles) northeast of New Caledonia. The chain of islands stretches over a distance of approximately 850 kilometres in a north-south direction. The total land area is only 12,189 km while its exclusive economic zone covers about 1.8 million sq km (about 700,000 sq miles). Most of the islands are volcanic in origin with high mountains that typify this type of formation.

The islands are scattered over the South Pacific Ocean imposing transportation difficulties both nationally and internationally. Some of the islands are so remote that they are rarely visited by ships nor do they have access to internal air services. These constraints create high costs for any service delivery and exorbitant prices for imported foods and fuel for home consumption.

Because of Vanuatu’s geographical location it is susceptible to earthquakes, cyclones and tsunamis.

The Republic of Vanuatu is formerly the Anglo-French condominium of the New Hebrides with an estimated population (2007) of 224,000 and with a population density of 17 persons per sq km (45 per sq mile). The indigenous ni Vanuatu population accounts for 94% of the people; the remainders are of French, Vietnamese, Chinese, Polynesian, or Micronesian descent. The rural population is almost entirely ni Vanuatu and comprises 77% of the population. The rural people are dependent their own land for survival.

Urbanisation is increasingly a problem as people flock to the main cities of Port Vila and Luganville on Efate and Santo respectively to look for better opportunities.

The official languages are English, French and Bislama, a form of pidgin English. There are also 100 Melanesian languages spoken in the Republic. Because of this linguistic variety, Bislama serves as the lingua franca of the people.

Agriculture dominates the country’s economy at both subsistence and commercial levels. About 80% of the people engage in subsistence agriculture. Livestock farming and small scale fishing provide all the meat and fish consumed in Vanuatu. Agricultural activities generate most of the country’s economy. Tourism is also a major revenue earner for the country.

The estimated gross domestic product (GDP) of 2005 was \$340.million.

### 13.1.2 Education System

Education in Vanuatu adopts a dual system; a legacy from the joint colonial administration of the British and the French colonists and this system currently continues even after 27 years of independence. The dual system separates the education system into the Anglophone and Francophone systems of instruction with their own set of curricula, philosophies of schooling and management systems (Niroa, 2002; p. 107). The concerted efforts of amalgamating the two systems over the years have resulted in offering basically the same curriculum up to Year 13 in the two languages.

The Ministry of Education (MOE) is mandated to provide education for all as it is the ‘pre-eminent tool for achieving increased economic prosperity and social welfare and stability’ (MOE; 2004 – 2005 CP p. 5). In this respect the MOE (MOE 2004 – 2006, CP) has worked towards strengthening basic education and expanding from year 6 to year 8 and thus providing access to primary education for its pupils. This is in line with its EFA goals and that is to provide universal basic education for all.

The VESS paper reports that 74% of primary-aged children are enrolled in school, and not all of them complete Grade 5. Achieving the universal primary education and literacy requires attention, according to VESS, on a number of policy and education matters.

In addition, MOE is developing a comprehensive framework that starts with two years of pre-school education using the vernacular languages as language of instruction. Until 2003 students sat for a national examination in year 6 to determine the number for the next level. Now that universal primary education has been mandated, students now have access to 8 years of schooling. An examination is sat at year 8 to select students for secondary education.

The structure of the progression in education of students as issued in an MOE policy directive in 2003 (EFA: 2001 – 2015 p 12) is as follows:

K1 -2:	Pre-school
Y1 – 8:	Primary (Basic Education)
Y9 – 10:	Junior Secondary
Y11-12:	Senior Secondary
Y13 – 14:	Pre-tertiary
After Y13/14:	Tertiary

The Anglophone system runs up to Year 13 as the terminal year of school, while the Francophone offer an additional Year 14 to comply with university entrance requirements for Francophone tertiary providers.

The implementation plan of the reform is under preparation.

Table 32: 2002 Enrolment Statistics

	2002 enrolments			Total no of schools			Total no of teachers		
	Male	Female	Total	English	French	Total	Male	Female	Total
<b>Primary</b>	19477	17993	37470	255	156	411	721	811	1532
<b>Secondary</b>	4828	4782	9610	38	21	59	378	213	591

Source: Primary Secondary Schools Annual Digest: 2002

## **13.2 Teachers and Teacher Education**

### Teachers

There are approximately 1,200 primary school teachers employed by Government most of whom hold teachers' certificates earned from the Teachers' College while a few hold diplomas obtained from abroad via scholarships. A small number have graduated with Bachelor degrees mostly from the University of the South Pacific (USP) and who have for a number of years paid for their extra-mural studies via the USP centre and sub-centres closest to them. Fees are refunded by government when studies are successfully completed.

### Teachers' Professional Development Needs

It has been acknowledged (Master Plan 2000 – 2010 p.163) that a large number of teachers continually need in-service training and the critical component of the training is improving the teachers' general education. Numerous short courses funded mainly by donors have attempted to address this need.

The adoption of the P- 1 – 8 basic education structure, will see further urgent need for the specific and substantial retraining of teachers. However, the scope and nature of retraining will require some detailed planning and it will depend also on the creation of the curriculum for Grades 7 and 8 (MP 2000 – 2010 p. 164).

Remote and rural schools employ untrained teachers some of whom have worked in this capacity for a number of years; some as long as 10 years.

MOE, under its 10 year Master Plan (2000 – 2010) is mandated to improve and develop teacher training and review teacher terms and conditions and the operations of the Teaching Service Commission (TSC) to achieve improved productivity and quality and a better and fair valuing of teachers (MOE 2004 – 2006, CP p. 6). The Vanuatu Institute of Teacher Education (VITE) is the teacher training institution of Vanuatu that is charged with the role of educating and training primary and secondary school teachers.

## **13.3 Legislations and Employment Frameworks for Teachers and Teacher Education**

According to the general policy and budget directives for the development of the education system, (2002; No 43), the Teaching Service Commission is responsible for all appointments to the Vanuatu Teaching Service, and for the promotion, termination and disciplinary measures as mandated or necessary.

The salary of teachers of Government and Government-assisted schools (p.49) are centrally managed and paid. The number of teachers funded is calculated according to the ratios provided for each level of the system as prescribed for each division of the system. Only teachers whose professional qualifications have been recognised by the TSC (p.50) have their salaries paid by government. Untrained teachers are not funded by Government (p.51) as this is a status without qualification. Teachers are employed in a probationary status in their first two years of service (p.54) and have their salaries paid by Government. From the third year of their service, they ought to be in a permanent status, established and recognised as such by the TSC. If the TSC has not considered their status by the end of the two-year period, they will continue in the probationary status with their salary paid, until the TSC has considered their case and a decision reached.

Anglophone Primary teacher training commenced in 1962 at the present Kawenu site in Port Vila. It was a church-sponsored initiative and was offered only for Primary teachers. Trainees for the course had only a primary education background. An average of 30 students underwent the two-year training, 80% of whom were males. The Francophone primary teachers' training began in 1964 at a site along the Kumul Highway. An average of 10 students was recruited annually for the course of whom 70% were males. Over the years, teacher training has undergone various phases of change including a three-year training period (1968), lifting the standard of student intake to secondary education (1970), studying for a diploma in primary education (1977), putting the Francophone and Anglophone teacher training under the same roof (1980) and addressing gender balance (1981).

The teacher training institution has also had a bout of name changes; from Vanuatu Teachers' College to Teacher Education Centre of the Vanuatu Institute of Education, to its current name the Vanuatu Institute of Teacher Education (VITE).

### **Legislations on Teacher Education**

The Vanuatu Institute of Education (VITE) Act No 25 of 2001, Part 2:3 states that the purpose of the Institute is to be the national institution of excellence for the education and training of primary and secondary teachers, and in so doing contribute to the social and economic development of Vanuatu.

In addition the VITE Act No. 25 of 2001 Part 2:4 stipulates that the primary functions of the Institution are to:

- play a lead role in the development of teacher education programmes appropriate to the needs of Vanuatu,
- provide teacher education programmes for primary and secondary levels of education,
- provide professional development programmes for teachers, including the upgrading of formal qualifications,
- develop and maintain high quality curriculum, and teaching materials for teacher education relevant to the needs of ni Vanuatu,
- issue certificates and diplomas in accordance with national standards, to maintain academic records of students, to promote a unified national education system using English and French as the languages of instruction,
- work closely with the Vanuatu Institute of Technology (VIT)
- provide training for vocational teachers,
- provide advice and assistance on teacher education and professional development
- advice the Minister and the National Advisory Council,
- encourage and promote research into education in Vanuatu,
- promote cultural, traditional and religious values in the training of primary and secondary teachers,
- undertake such other functions as are conferred on it by this or any other Act.

### **13.4 Teacher-Related and Teacher Education Policies**

No data available

### **13.5 Teacher Education Programmes**

Currently VITE offers a two-year training programme for both the Anglophone and Francophone trainees. From time to time, since 1998, the Institution offers a 1-year training for its untrained teachers serving mainly in the rural and remote schools of the country to qualify them. The Institution also offers a two-year programme for the Junior Secondary Schools teachers for the French and English speakers.

### 13.6 Teacher Education Curriculum

The curricula for the Anglophone and Francophone teacher training programmes have recently been reviewed and codified. However, there are still stark differences between the pedagogic approaches and assessment methods in the two programmes.

#### French Language Programme

The stated objectives of the VITE curriculum are to train teachers to know the contents of the national curriculum and be able to teach these effectively using appropriate psychological and pedagogic methods. The table below depicts the modular formal courses that student teachers are required to take.

Table 33: Percentage of time Allocated to Subjects Taught at VITE: Francophone Primary Program

#### Subject Percentage of Time Allocated

<b>Subject</b>	<b>Percentage of Time Allocated</b>
<b>Professional Studies</b>	<b>7</b>
<b>French</b>	<b>28</b>
<b>Mathematics</b>	<b>17</b>
<b>Social Science</b>	<b>10</b>
<b>Science</b>	<b>10</b>
<b>Art</b>	<b>14</b>
<b>Physical Education</b>	<b>14</b>
<b>TOTAL</b>	<b>100</b>

Source: MOE, Master Plan 2000 – 2010; p. 150

The small proportion of time allocated for Professional Studies (PS) is complemented by 4 periods of teaching practice over the two-year course. These periods last five weeks each and redress the small allocation to PS. There is also a higher percentage of time devoted to Art and Physical Education than to Social Science and Science. The French Language module has the highest percentage of allocation.

#### English Language Primary Programme

The Anglophone Programme was reviewed in 1997. The same subject areas that are covered in the French Language are also covered in the English Programme.



Table 34: Percentage of Time Allocated to Subjects Taught at VITE: Anglophone Primary Programme

Subject	Percentage of Time Allocated
Professional Studies	15
English	25
Mathematics	20
Social Science	10
Science	10
Art	15
Physical Education	5
<b>TOTAL</b>	<b>100</b>

Source: Master Plan 2000 – 2010 p 151

For the English Programme PS is given more time while English time is slightly decreased with also a nominal increase in time allotted for Mathematics. However, there is a substantial decrease for time allotted for Physical Education.

### Academic Support

The College is adequately staffed to provide the programmes it now offers, however, it lacks academic resources support to effectively deliver the service. The Institute's library is not well resourced with most of the books being donations by the French Embassy and British High Commission. The collection in the library consists of 3000 books, most of which are out-dated materials. Books on teaching English range in dates of publication from 1964 to 1987, whilst books on the teaching of French range from 1965 to 1989. Books on basic psychology range from 1953 to 1975.

## 13.7 The Teacher Educator and the Student Teacher

Table 35 (MOE, MP 2000 – 2010, p 158) shows the characteristics of the teaching staff. The Primary Education sections are all ni Vanuatu whereas the secondary sections, with one exception are all French who are directly funded by the French Government.

Table 35: Qualifications and Experience of VITE Staff

No.	Male	Female	French	Ni Vanuatu	Highest Qualification	No. of Years of Post-Secondary Education	No of Years of Experience in Teacher Training
<b>PRIMARY ANGLOPHONE</b>							
1.	1			1	M.Ed. CA	5	13
2.		1		1	M.A. TESOL	7	13
3.	1			1	Teaching Certificate	3	4
4.	1			1	Dip TESL	3	8
5.		1		1	B.A.	5	5
<b>PRIMARY FRANCOPHONE</b>							
1.	1			1	DFECN	4	8
2.		1		1	DFECN	4	4
3.	1			1	DFECN	3	4
4		1		1	DFECN	3	13

Source Master Plan: 2000-2010 p158

### Students' Qualification on Entry

The figures below depict a snapshot of the Vanuatu Teachers' College in 1998. The data profile the Year 2 students (MOE, MP 2000-2010, pp. 153-156).

#### VITE Year 2 Anglophone students by School of Origin

1.	Vureas High School	2
2.	Napangasale JSS	1
3.	Malapoa College	11
4.	Ba Provincial School	1

#### VTC Year 2 Francophone Students by School of Origin

1.	Lycee de Nedivin	1
2.	LAB	8
3.	NTV	6
4.	Ecole Francaise	1
5.	College d'Arep	1

The figure below shows the Anglophone students qualification upon entry most of whom have completed 12 years of schooling.

#### VITE Year 2 Anglophone Students by Years of Schooling

1.	Year 13	3
2.	Year 12	18
3.	Year 11	1
4.	Year 10	3

#### VITE Year 2 Francophone Students by Years of Schooling

1.	Year 12	12
2.	Year 11	3
3.	Year 10	2

Providing entry to students from all of the country's major island groups has been an achievement by the Institute. The figures below depict this equity of access.

#### VITE Year 2 Anglophone Students by Island Origin

1.	Tanna	4
2.	Pentecost	7
3.	Paama	1
4.	Malo	1
5.	Malekula	1
6.	Maewo	1
7.	Efate	3
8.	Erromango	1
9.	Banks	1

10.	Ambym	2
11.	Ambae	3

#### VITE Year 2 Francophone Students by Island Origin

1.	Tonga	1
2.	Tanna	1
3.	Santo	3
4.	Pentecost	2
5.	Malo	1
6.	Malekula	8
7.	Banks	1
8.	Ambrym	2

### 13.8 The Teacher Graduate (status, quality, deployment etc)

Currently the students graduate from VITE after successfully completing and fulfilling requirements during the two-year training. They are thus posted to schools on a two-year probation on Government salary until the TSC recommends, after viewing successful reports of the probationary teacher, for a permanent position in the teaching service.

#### Quality Issues

It is pertinent to note here that the current site of the Institute which is some 40 years old will undergo some overall renovation and re-development. This is one of the objectives stated in the 2000 – 2010 Master Plan of the MOE. Buildings for staff quarters and lecture rooms have all served their purpose and need drastic replacement according to the Master Plan. For quality teacher training, this proposed move is applauded which also will give status and credibility to the Institute as the leading centre of excellence for teacher education in the country.

In addition, the VITE budget, which comes from the Government coffer and through students' fees, is unfortunately inadequate for the conduct of quality training. In 1998 the allocation of 23,990,761vt for the Institute was fully expended towards the end of the year. General teaching and learning resources are inadequate for quality training and relevant, updated technological equipment are scarce because of funding constraints.

Lecturers work harder within the limited resources to equip future teachers with current and relevant knowledge on teaching. The problems that have been identified and recorded in the MP (2000 – 2010) on teacher training are proposed to be addressed within the 10 year development plan. Some of these are (p.3):

- to improve and expand teacher education (both inservice and pre service)
- to strengthen the supervision of teachers and the inspection of schools so that teachers' needs for technical support are met
- to provide textbooks and other teaching materials needed to teach the curriculum

## 13.9 Resources for the Teachers

Teaching and learning resources in schools for effective and quality teaching are scarce or none at all (Lumelume, 2006). This scarcity of resources is compounded by the fact that teachers, particularly in rural and remote island schools do not have proper housing and other necessary amenities for quality delivery. A few of the urban schools in the two municipalities (Port Vila and Luganville) are adequately resourced and thus are able to satisfactorily deliver the service.

### 13.10 Projects on the Teacher or Teacher Education

Vanuatu has been constantly assisted by various donor agencies to upskill teachers and teacher educators.

Table 36: Sources of External Assistance

Program	External Funding Source	Description	Time Frame	Total (Vt million)
<b>Edutrain including SWAP planning support</b>	EC	<p>The overall objective is to contribute to the development of human resources in Vanuatu. The purpose is to implement the basic education years 7 and 8. The five result areas are:</p> <ul style="list-style-type: none"> <li>• Establishment of the Vanuatu Education Management Information System (VEMIS)</li> <li>• Rehabilitation of the Provincial Education Offices to meet decentralized needs</li> <li>• Support for training of teachers to basic education Years 7 and 8 through an in-service teacher training system</li> <li>• Support printing and distribution of revised Year 7 and 8 curriculum. Support initiation of new basic skills curriculum</li> <li>• Improved infrastructure at designated schools</li> </ul> <p>In 2006, the project has provided an eight-month Technical Advisor to assist the Director-General with SWAp and VESS planning.</p>	2005-8	621
<b>Education Assistance Program and SWAP establishment</b>	NZAID	<p>The goal of the EAP is to assist the Vanuatu GoV to sustainably improve the quality of teaching and learning in primary and junior secondary education. The objectives are to provide the Vanuatu MoE with advice, assistance and technical expertise to enable the support and development of:</p> <ul style="list-style-type: none"> <li>• Key personnel in the education sector</li> <li>• Curricula, educational materials and examinations</li> <li>• English language materials and training</li> <li>• Book Flood initiative</li> <li>• Review of VITE</li> <li>• VEMIS software development</li> </ul> <p>In 2005, NZAID sponsored a whole of GoV study tour to the Solomon Islands to explore the Education SWAp. In 2006, funds were provided for the provincial, school and national</p>	2003 – June 2007	365

		VESS consultations.		
<b>NZAID Scholarships and small grants</b>		NZAID also assists through its small grants and scholarship schemes.		150.5
<b>PASEV Project</b>	France	The PASEV project assists with a computerized management information system (OPAD) for colleges and associated training in its use. It also supports the professionalism of six national teacher trainers.	2003-6	19.5
<b>Various, including SWAP establishment</b>	France	<ul style="list-style-type: none"> <li>• Support to administrative and executive staff of the Lycee Antoine de Bouganville; annual grant and scholarships to the Lycee Francais de Port Vila,</li> <li>• Support to French as Foreign Language Teaching through teacher training and materials</li> <li>• Grants to VITE under the Vanuatu and New Caledonia Cooperation Agreement</li> <li>• Grants to VIT and scholarships to New Caledonia vocational Lycees</li> <li>• Grant funding and scholarships</li> <li>• Some TA/ teachers, including TA to the Director-General</li> <li>• Funds and TA for national school census as part of the SWAp and research for the VESS</li> </ul>		106.3
<b>Various maths, music, and PE, and volunteers</b>	Japan	<p>Japan provides assistance in:</p> <ul style="list-style-type: none"> <li>• Volunteers, and a volunteer coordinator</li> <li>• Strengthening of primary maths teaching, through teacher training, teacher manuals and train the trainers</li> <li>• A small grants scheme for classroom construction and furnishings in 2005</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing/occasional</li> </ul>	Unknown
<b>Primary Education Improvement Project (PEIP)</b>	PRIDE	<ul style="list-style-type: none"> <li>• Distance learning policy.</li> <li>• Providing a local consultant on language policy options.</li> <li>• Develop and pilot an open and distance learning system, reforming the 2 year VITE curriculum for primary education teachers into a school-based, distance learning mode.</li> <li>• Contribute to VEMIS by procuring and piloting technology for the direct entry of data at provincial level and reviewing and improving the school survey templates.</li> </ul>	2006 -07	13.5
<b>Leftemap RTC Strengthening</b>	Peace Corps	<p>Partnership to train and provide field-based support for early childhood literacy teachers and develop diagnostic assessments, local materials (with EduTrain support)</p> <p>Partnership to strengthen RTCs.</p>	2005 -11	Unknown

Source: VESS 2006 – 2010 p. 9-11

The Education Sector has a very large number of donor-funded advisors and volunteers. The VESS seeks to make a more strategic use of these advisors and volunteers to ensure that the Education Sector is not diverted from its agreed agenda and those opportunities are not taken away from ni-Vanuatu to learn how to manage their own education system, including learning from their own mistakes. Under

VESS, the MoE will seek to match a local advisor/ volunteer with every international advisor/ volunteer' (MOE, VESS 2007 – 2016: p 9-11).

### **13.11 Summaries: Key Issues for Teacher and Teacher Education**

#### Teachers

According to VESS (2007-2016 p 34), there are serious concerns about the effectiveness of the Teaching Service Commission (TSC). Some of these concerns relate to non-compliance with the TSC Act, lack of fairness and transparency, political interference, failure to manage poor teacher performance and teachers not posted to needy areas. According to VESS, the need to review the TSC Act is an urgent priority since 90% of the GoV grant to the MOE is expended on salaries alone, making this review an urgent exercise.

VESS, also pinpoints the fact that teacher productivity is low because of the high pupil-teacher ratio. It is also highlighted that teacher salary increases are not based on performance and productivity, and that hard-working teachers are not rewarded. There is no extra pay for the Head of the School and teachers' working hours are below international standards.

Furthermore, VESS, stresses that teachers need to use the child-centred learning methods to replace the constant use of chalk and board and rote learning which are common in the teaching pedagogy in all classrooms. The exam-oriented curriculum perpetuates this teaching style.

Untrained primary teachers account for 53.4% of the total teachers.

#### VITE

VESS (p. 34) expounds on the fact that the effectiveness and sustainability of VITE are questioned. VITE has not harmonized its entry criteria, structures, content and assessment across the courses that it offers. Moreover, VESS, has emphasised the failure of VITE to take the leadership roles stipulated in the VITE Act and has been slow to respond in areas such as in-service and school management training. It is recorded in VESS, that VITE has failed to deliver value-for-money. The operating cost in 2005 increased to 450,000vt per student compared to 120,000vt for the Vanuatu Technical Institute (VIT).

### **13.12 Proposed Issues/Areas for Further Scrutiny/Research/Discussion**

From the data available and used in this report the following issues are recommended for further scrutiny: Policies on teacher education and teachers.

1. Quality Assurance framework.
2. Framework for teacher education and teacher in-service.
3. VITE upgrading in all sectors of the Institute is critical for the delivery of quality education – infrastructural improvement development and expansion, professional development of lecturers - via further studies, staff development courses, seminars and workshops, conferences), teaching and learning resources, quality IT service, curriculum reform, establishment of a research and development unit.
4. A third year diploma programme for selected serving teachers to be offered at VITE.

5. Increase number of trainees or offer training for untrained teachers in the field with at least more than 3 years teaching experience.
6. Teachers in-service for professional development and quality delivery.
7. Provision of quality and up-dated teaching and learning resources critical for quality delivery.

## **Conclusion**

In its VESS report, as re-stated above, Vanuatu has identified major issues and constraints with regards to teachers and teacher education. Strategic plans have also been put in place to be addressed within the Sector Wide Approach Programme (SWAP) environment. These plans are in line with the 10 year Master Plan (2000 – 2010).

Vanuatu has also emphasised the issue of the importance of quality teacher professional development and quality pre-service teacher education. It is thus pertinent to follow up these issues and those stated in 12 above and address them appropriately and effectively within the ni Vanuatu context.

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## CONCLUSION

This report has presented 13 individual country reports on the status of teachers and teacher education in our region. The countries included the 12 USP states plus PNG. This report presents the findings from the preliminary study conducted as part of the first phase for TEP. The key purpose of this report has been to review past programs and projects that have attempted to improve teacher performance in the past decade and to analyse gaps in the research in order to identify where future research would be useful.

The reports have identified key issues for teachers and teacher education for each country. This chapter will draw attention to key issues that are common throughout the region as well as key issues that are unique and country-specific. This chapter will also propose common issues and areas for further scrutiny, discussion and research.

### Teacher Policy

In recent years, most Ministries of Education have been working hard on developing strategic plans and curriculum policy frameworks. Most of the countries now, have strategic plans in place and certain countries are working towards finalising their curriculum policy frameworks. The establishment of these two policy documents have also set the foundation for teacher-specific policy. Where strategic plans are in place, there are goals and strategies noted concerning the need to set up teacher-specific policies. In almost all countries' strategic plans, there are goals towards improvement of teacher quality and teacher supply. Added to this, are countries' recognition of the need to conduct studies on teachers in order to set up evidence-based policies. This is evident in strategic plans from Tuvalu, Nauru and Tonga amongst other countries.

For most of our countries where Education Acts and School regulations exist, these legal frameworks provide some but limited guidance for teachers' work conditions and registration processes. For PNG and Tuvalu there are current concerns with the need to review their Education Acts to address current educational reforms.

Few countries such as Cook Islands have made significant work in setting up teacher specific policies particularly in relation to the recruitment of in-service training teachers.

The establishment of evidence-based Teacher Policy is crucial to guiding any future teacher and teacher education development. However, comprehensive study specific to Teachers need to take place in order to inform any Teacher Policy framework.

### Teacher Quality

The quality of pre-service and current teachers in the region remains a challenge. There are still a high number of untrained and uncertified teachers working in primary schools. Where teachers training colleges are available the supply as well as the quality of teachers suggests better quality – however, this is not always the case.

In strengthening teachers' training college, much work remains in developing teacher education curriculum, pedagogy, programs, staffing and resource support for teacher education – these remain to be the core issue for teacher education in the region. Established teachers training colleges are working hard towards accreditation both regionally and with New Zealand institutes. The effort towards accreditation has significantly improved some of the teachers' training institutes such as Cook Islands TTC. Additionally, regional teachers' training colleges are looking to USP to assist in their efforts



towards regional accreditation. In the past, the Institute of Education has assisted through external assessment visits to regional Teachers' Training Colleges – particularly Tonga's Institute of Education. It has also been noted from the reports, the need for institutional linkages or partnership between and amongst regional teachers' training colleges as a way to improve quality of teacher education.

Most of our smaller countries, including Tuvalu, Niue, Tokelau and Nauru do not have teachers training colleges and depend on other regional providers to train their students. Available teachers' education programs are through in-service training and various other professional development programs. These consequently have implications for the quality of their teachers, when they are often trained outside of their countries and from various institutes across the region. This brings to light the issue of quality assurance of teachers' training colleges across the region. Tuvalu and Tokelau send their teachers trainees to a number of countries including, Fiji (not just for USP), Samoa, Tonga and in the past to Solomon Islands. Niue and Tokelau sends their teacher trainees to New Zealand and Nauru sends their teacher trainees to Australia and Fiji. It is important that in the development of teacher quality in the region, that we not only think of the countries with teachers training colleges but also how these countries may assist the training of smaller countries who are with out teachers training colleges. This reiterates the importance of strengthened institutional linkages and to improve teacher education not only nationally but also regionally. While USP is the regional provider for teachers training colleges, we cannot ignore the fact that smaller countries also send their students – for various reasons – to other countries. Such an approach can significantly improve the quality of teachers and also the transferability of teachers within the region – particularly in cases where teacher supply has been met – such as in the Cook Islands.

For smaller countries, what teacher education is available is offered by their local USP centre through distance mode courses. However, student' trainees are still required to travel to Suva to complete their teacher education program. But for most part, teacher education provided for teachers are in the form of in-service training and various other professional development programs. The provision of in-service training and professional development programs are however also limited and has its own challenges. Often the in-service training is depended on donor assistance and per projects – as such it means that in-service training is not offered on a regular basis or when needed. Further to this, in-service training programs are also specific to the project it was designed for. An added challenge for in-service training programs is the cost of delivery. In geographically scattered islands like Kiribati, Tuvalu and Marshall the cost of providing in-servicing training to teachers in the outer islands is significantly high – that at most they are left out from the in-serve training programs.

Cook Islands Teachers' Training College is currently working on externalising their teacher education diploma so that it maybe offered to teachers who are in the northern group and outside of Rarotonga.

### Teacher Supply

The issue of teacher supply in the region still remains a key challenge, not only for countries that do have national teachers' training colleges but also for countries without. The issue of teacher supply is crucial to not only the provision of quality education but for the survival of education itself in the region. Cook Islands is one of few countries in the region has met supply for teachers at primary school level. There are several other issues that impact on the supply of teachers in the region.

What has become obvious from the reports is the need for up to date and easy to access data for forecasting the demand for teachers. This was evident in the Tonga and Solomon Island current strategic plans in identifying the need for robust method of forecasting teacher demand. The availability of data on teacher recruitment, retention and transfer is still very much lacking in the

region. Where, how and when they are available are yet to be sufficiently provided as to enable basic forecast of teacher demand. In certain countries, such as Cook Islands and Niue with a declining student enrolment number, there is the unique case of over supply of teachers, while in most other Pacific island states, the teacher: pupil ratio continues to increase. The availability of data to enable forecasting of teacher supply is not only crucial for national Ministries of education but also across the region – particularly as we are already recruiting teachers from other countries in the region including the an interesting trend of return of foreign expatriate teachers to Pacific classrooms.

The supply of teacher in the region has for some interesting region been largely in favour of recruiting women. Right across the region, there is a strong trend towards women teachers at primary school level. We have in certain countries an overwhelming 50 – 70% of the teaching force at primary school level being women. The implications of having a significantly large number of women teachers at primary school for teaching pedagogy and learning of young boys have yet to be considered or raised as an issue in terms of gender equity.

The issue of teacher supply in the region brings the discussion back to quality and recruitment processes at teachers training colleges. Cook Islands teachers training college is one of the few teachers training colleges in the region that still gives students an allowance. In recent years, Tonga changed this policy of giving allowance to teacher trainees. Although there has been a slight decrease in the number of enrolment at the Tonga Institute of Education, a study needs to be conducted to fully understand the impact of this change in policy not only for Tonga but also for other teachers training colleges. Across the region there are some innovative strategies being set in place to increase recruitment at teachers' training colleges and to recruit teachers – the result of Cook Islands' innovative strategies for teacher recruitment has paid off in being able to supply enough teachers for primary schools.

The retention of teachers within the workforce however, is another matter. In Tonga, Fiji, PNG and most other of our countries, the issue of teacher salary and work conditions continue to push out more teachers in search of 'greener pastures' this in spite of government efforts to increase pay salaries and that education in most countries continue to take the largest cut of the national budget. Within Ministries of education budget, the largest cut is taken to pay for teachers salaries leaving very little funds for resources and basic maintenance of school buildings and facilities. Clearly, much needs to be known about alternative practices or policies that could resolve this problem.

### Teachers and Culture

It was evident from the reports that there is a renewed entrustment of the survival of indigenous languages upon teachers. This is particularly true for smaller countries that are facing challenges with the maintenance and preservation of their culture and language. In the Strategic Plans of Nauru, Niue, Cook Islands and also Tokelau there is a strong push for teachers to be active participants in the preservation of the languages and the culture. However, it is unclear, if teachers have adequate mastery levels to teach culture and language.

### Teacher Resources

The supply of teaching resources and teacher aid materials remains an issue for all of the Pacific island countries. In most cases where recent curriculum review have been under taken, added pressure to revise teaching resources and offer in-service training programs are added cost. Added to this, are the logistical difficulties of travel between islands and the high cost telecommunications which all contribute to the inequity of resource distribution. Across the Pacific, the challenge for provision of teaching resources has mainly been issues of funding, relevancy of teaching materials to the curriculum, and appropriateness of teaching equipments such as computers, visual aids and other

technology. One of the key issues with supplying resources to teachers is the question of equity, particularly in the differences of resource provision for outer islands and between government and non-government schools.

In the supply of teaching resources and funds to primary schools, local Parent-Teacher Associations have become major contributors. In places like Tonga, Fiji and Samoa, there is a growing dependency on the generosity of parents and local communities to supply needed resources for teachers.

In the supply of teaching resources, there are also issues of maintenance and sharing of resources within schools. In one particular case, it became evident the need for resource management plans and policy within schools as to enable appropriate sharing of resources and maintenance and repair of teaching equipments. The limited resource available to teachers is particularly discouraging for subjects such as science, mathematics and the local language. A common trend has been a greater support of teaching materials for English teachers over teaching of the local language and culture.

### Community and Institutional Partnerships

Few strategic plans in the region have purposefully set up strategies to draw closer partnerships with parents and communities. Yet, it is evident that parents and local communities are major contributors to funding of primary schools through charity and other supports. The payments in kind contributed by local communities are helping to sustain most primary schools in the region. However, this partnership is often hidden, taken for granted and only sought when funds are needed for schools.

It is highly likely that the partnership between schools and their communities could be more than just a funding agent. It is possible that other support, including provision of learning and teaching services can be utilised from the community. This partnership has yet to be fully explored in all its potentials not only for the financial sustainability of a school but most importantly for the improvement of curriculum, teaching pedagogy and school leadership.

It was also evident from the reports, the desire to strengthen institutional partnerships within country as well as regionally. The linkages between teacher training colleges and with ministries of education remains weak and need further strengthening.

What is evident from the reports is that while improvements have been made in setting up strategic plans and also curriculum frameworks, it is now timely to give attention to the quality of our teachers. What this report has presented is a preview of the status of our teachers at primary school level. However, the story is not complete yet, this is just the foundation, a place to being dialogue and make decisions on how to move forward.

This report has highlighted several key issues that are being evident from the preliminary study that was conducted. These issues are;

- Teacher Policy
- Teacher Quality
- Teacher Supply
- Teacher and Culture
- Teacher Resources
- Community/Institutional Partnerships

These issues are multifaceted, dynamic and are interrelated as they are also different for each of the 13 countries. However, despite the seemingly discouraging view of the current status of our teachers the answers also lie within these issues and country responses to these issues. An example is the potential for greater support and partnership from communities and institutions. Through a greater partnership

with other institutions, countries can share best practices and strategies to address some of these issues. It is here in these lessons and a greater understanding of our context that we will find answers to address the issues of teachers and teacher education in the region.