

PUBLIC EXPENDITURE AND SERVICE DELIVERY

Research Assistants Survey Manual

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Provincial Education Advisers

Enga, EHP, Morobe, Sandaun, ENB, WNB, Gulf, NCD

8/4/02

Re: Public Expenditure and Service Delivery Study

In Papua New Guinea, little is known about how public expenditures flow through the budget system – across levels of government – and are translated into services to be delivered at the local level. The goal of the Public Expenditure and Service Delivery (PESD) exercise is to generate new knowledge on how resources flow through the administrative and budgetary system; what the magnitudes of those resources are; and how those resources are combined with other inputs at the facility level to generate education outcomes.

Consultations between the Government of Papua New Guinea, the World Bank and AusAid have identified an analysis of Public Expenditure and Service Delivery (PESD) in the education sector as a timely and useful exercise.

The Secretary for Education has endorsed such a study, which will focus on the primary level of schooling where the main focus of PNG's effort on improving education services and which constitutes the largest part of the education budget.

The Education Studies Division of the National Research Institute has been asked to conduct the study. The Institute's team will co-ordinate 24 research assistants to collect data for the study.

In addition, a working group made up of representatives from the Departments of Finance, Treasury, National Planning and Monitoring, Education, and Church agencies has been established to advise and assist the research team from the Institute.

The research team has drawn a sample of seven Provinces and NCD to be included in the study. A total of 20 districts have been sampled from the Provinces for inclusion in the study and we would like to visit 30 community and primary schools in each District to collect data for the study.

The Table attached to this letter indicates the Provinces and districts throughout the country that are included in the sample.

You will note that your Province has been chosen for inclusion in the study. We are seeking your agreement and assistance to allow us to carry out part of the study in your Province.

The Institute would like to send research teams into the field in early April in order to complete the fieldwork by mid-May. There are a number of people that we would like the research teams to meet and to interview ranging from National and Provincial Treasury and Education staff through to district education advisers, head teachers, teachers, BOM chairpersons and parents.

It is the intention to carry out fieldwork in the Provinces during April and May. Training of the research assistants has already been completed. The final report is scheduled for July.

I would appreciate it if your Province would participate in this study and to assist the research team whilst it carries out its tasks. The results of the study will contribute to our understanding of resource flows and service delivery, as well as the relationship between resources and outcomes in the education sector, and contribute to policy development for the improvement of the quality of education in Papua New Guinea.

I look forward to your response.

Yours faithfully,

National Research Institute team leader.

Provinces	Districts
ENBP	Gazelle Kokopo Pomio
WNB	Kandrian-Gloucester Talasea
Gulf	Kerema Kikori
Morobe	Finschaffien Tewae-Siassi Huon
Sandaun	Nuku Telefomin Aitape-Lumi
EHP	Kainantu Ungai-Bena Obura-Wonenara
Enga	Wabag Laigap-Pogera Kandep
NCD	NCD

Head Teacher

**Community and Primary Schools in:
Enga, EHP, Morobe, Sandaun, ENB, WNB, Gulf, NCD**

14/4/02

Re: Public Expenditure and Service Delivery Study

The Education Studies Division of the National Research Institute has been asked to conduct an extensive study of public expenditure and service delivery in education in Papua New Guinea.

A team from the Institute will co-ordinate 24 research assistants to collect data for the study.

The Secretary for Education has endorsed the study, which will focus on the primary level of schooling which is the main focus of PNG's effort on improving education services and which constitutes the largest part of the education budget.

We have also contacted the Provincial Administrator and Provincial Education Adviser in your Province who have agreed that we should carry out the study.

In addition, a working group made up of senior staff from the Departments of Finance, Treasury, National Planning and Monitoring, Education, and Church agencies has been established to advise and assist the research team with the study.

The objective of the study is to track money flows from the Departments of Treasury and Finance through the National and Provincial Departments of Education to the districts and onto schools. How do expenditure flows and patterns affect the kind of services that you can offer at the district and school levels?

The research team has drawn a sample of seven Provinces and NCD to be included in the study. A total of 20 districts have been sampled from the Provinces for inclusion in the study and the team intends to visit 30 community or primary schools in each District to collect data for the study. In all there will be 220 schools involved in the research.

The Table at the bottom of this letter indicates the Provinces and districts throughout the country that are included in the sample. Other research teams are visiting those areas at the present time.

Your school has been selected in the sample for the study. Your school was drawn out of a hat. There is no other reason than that as to why your school is included in the study.

There are a number of people that we would like to meet and to interview in relation to the study. Yourself, the chairperson of the Board of Management, a grade 5 teacher and a parent of one of your students. We are also hoping to talk with the District Education Administrator in your district and staff from the local health facility.

I would appreciate it very much if you could help us with the study. We believe the study is very important and it has the backing of national and provincial government officers. The research team will explain in more detail what is required of you in relation to the study.

Yours faithfully,

National Research Institute team leader.

Provinces	Districts
ENBP	Gazelle Kokopo Pomio
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Enga	Wabag Laigap-Pogera Kandep
NCD	NCD

District Education Administrators

Enga, EHP, Morobe, Sandaun, ENB, WNB, Gulf, NCD

14/4/02

Re: Public Expenditure and Service Delivery Study

In Papua New Guinea, little is known about how public expenditures flow through the budget system – across levels of government – and are translated into services to be delivered at the local level. The goal of the Public Expenditure and Service Delivery (PESD) exercise is to generate new knowledge on how resources flow through the administrative and budgetary system; what the magnitudes of those resources are; and how those resources are combined with other inputs at the facility level to generate education outcomes.

Consultations between the Government of Papua New Guinea, the World Bank and AusAid have identified an analysis of Public Expenditure and Service Delivery (PESD) in the education sector as a timely and useful exercise.

The Secretary for Education has endorsed such a study, which will focus on the primary level of schooling where the main focus of PNG's effort on improving education services and which constitutes the largest part of the education budget.

The Education Studies Division of the National Research Institute has been asked to conduct the study. The Institute's team co-ordinate 24 research assistants to collect data for the study.

In addition, a working group made up of representatives from the Departments of Finance, Treasury, National Planning and Monitoring, Education, and Church agencies has been established to advise and assist the research team from the Institute.

The research team has drawn a sample of seven Provinces and NCD to be included in the study. A total of 20 districts have been sampled from the Provinces for inclusion in the study and we would like to visit 30 community and primary schools in each District to collect data for the study. We want to speak with Head Teachers, BOM chairpersons and parents.

The Table attached to this letter indicates the Provinces and districts throughout the country that are included in the sample.

You will note that your District has been chosen for inclusion in the study. We are seeking your agreement and assistance to allow us to carry out part of the study in your District and to make time available so that the research team can discuss a number of matters with you.

I would appreciate it if you would participate in this study and to assist the research team whilst it carries out its tasks in your District. The results of the study will contribute to our understanding of resource flows and service delivery, as well as the relationship between resources and outcomes in the education sector, and contribute to policy development for the improvement of the quality of education in Papua New Guinea.

I look forward to your assistance.

Yours faithfully,

National Research Institute team leader.

Provinces	Districts
ENBP	Gazelle Kokopo Pomio
WNBP	Kandrian-Gloucester Talasea
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Enga	Wabag Laigap-Pogera Kandep
NCD	NCD

4. COMMENTS/ISSUES REGARDING SURVEY FORMS

Some General Issues:

1. Keep the survey forms neat and tidy - we do not want arrows, lines and notes written all over the pages. You might understand your notes and which question they refer to but there is no guarantee that we will understand your notes several weeks after the fieldwork has been completed.

Place the code or the extended answer clearly and legibly in the answer box provided.

2. There will be times when you are given additional information besides what the code anticipates. You should record that information in the exercise book that comes with each set of survey forms.

3. A question that does not have any sort of a code or response recorded for it is difficult for us to understand.

Was the question asked but there was no response and so nothing was recorded in the answer box?

Was the question overlooked by the researcher?

Was the question not asked because it was not applicable on the basis of the response to the previous question?

We need a response in the answer box for every question.

- If you ask the question and the answer is don't know then use code 99.
- If you ask the question and you do not get an answer then place a cross in the answer box to show that you did ask the question.
- If the question is not appropriate and you do not ask it, then write N/A for not applicable

4. The completed forms should be checked using the checklist as a guide.

5. Return the completed surveys to your regional co-ordinators as soon as possible.

S1. SCHOOL SURVEY

1. INTRODUCING YOURSELF AT THE SCHOOL

The school should have heard of your coming from the PEA but there will be schools that are unaware of your visit because of their isolation.

What do you do?

You need to introduce the team and the purpose of the study. You should name the study - the Public Expenditure and Service Delivery study. Hand a copy of the Introductory letter to the Head Teacher.

Make the following points:

NRI is doing the study. The Secretaries for Treasury and Finance, Education and National Planning and Monitoring have given their support for the study.

The study is designed to understand how money flows through all levels of government to arrive at a school.

The study is concerned to understand how money flows affect the kind of education services that a school can offer local communities. (eg. Full and quick payment of subsidies means that a school can provide high quality learning for children)

The study is not an audit of the school's accounts.

There are 7 provinces and NCD involved in the study. There are 22 districts in the study and 220 community and primary schools are involved.

This school has been chosen from all of the schools in the district. Ten schools were chosen by drawing names out of a hat.

Make it clear that there is no other reason for selecting this school. It was a random selection of schools.

People from the Provincial Administrator, Provincial Treasurer, Provincial Education Adviser, district staff, LLG officials, teachers, BOM representatives and parents are involved in the study.

The study is due to finish in July and it will influence policies to do with education and improve the practice of delivering education services throughout the country.

In addition,

You have a copy of a letter addressed to the Head Teacher from Dr Richard Guy.

MAKE SURE YOU ASK FOR THE HEAD TEACHER'S PERMISSION TO CONDUCT THE RESEARCH IN THIS SCHOOL.

2. SELECTION

Head Teacher

If Head Teacher is unavailable, select alternative person to interview in the following order:

1. Deputy Head Teacher
2. Senior Teacher
3. Knowledgeable and long standing teacher in the school

Grade 3 or 4 and Grade 6, 7 or 8 Teachers

In Section J2 of S1 you are asked to select one teacher from grade 3 or 4 and one teacher from grade 6, 7 or 8 teacher to allow you to collect further information.

The selection of each of these teachers is on the basis of alphabetical order. Place the grade 3 and 4 teachers' names in alphabetical order and choose the teacher whose family name is first in alphabetical order.

Do the same with the list of teachers from grades 6, 7 and 8 and select the teacher whose family name is first in alphabetical order.

One or Two Teacher Schools

In the case of a one teacher school, you will need to administer S1 but also S2 because there are additional questions on S2 that are not on S1. This will not be difficult or time consuming. A one teacher school will have a small enrolment and many of the questions in S1 relating to staff issues will not be applicable.

In the case of a two teacher school, interview the Head Teacher using S1 and use S2 with the other teacher no matter what grade he or she is teaching.

3. BUDGET DETAILS

Where possible collect a copy of the School's 2001 budget. If it is not possible to get a copy then please record expenditure for major items such as:

- Basic materials
- Textbooks
- Infrastructure
- Security
- Ancilliary staff
- Equipment
- Consumables/expendables
- Vehicle expenses

4. ATTENDANCE

You are asked to collect the roll book for each class and count up the number of absences. This will be done for just one day. Which day do you pick?

Do the following:

What is today's name? Now take today's name and look for the same day for last week and count the number of absences in the roll book.

For example, if you are at the school on a Tuesday then take the Tuesday for the previous week and count the number of absences for that day for each class. Record the number of absences and the date of the day for which you are recording information.

Make sure that you look at all roll books. If they are incomplete then you will need to ask the teacher how many children were absent on the day in question.

5. SURVEY QUESTIONS

Most questions are straightforward and you will get a speedy answer.

Here are a few ideas to help you with some questions:

Question 6. Census enumeration area

You need to get the Head Teacher to identify the ward and the LLG in which the school is located.

You can then read off the census enumeration code from the sheets that we have given you.

Question 31. Only write down the number of classrooms that have both a teacher's chair and desk. If a classroom has a chair but not a desk, or vice versa, then this classroom does not have a chair and desk.

Question E12. There should be at least five people on the BOM.

Questions F1 and F2. Be careful when you ask questions about the parent contribution to school fees that the Head Teacher does not give you a figure that includes both school fee and the project fee. Make sure that the Head Teacher separates the school fee component paid by parents from the project fee component also paid by parents in 2000 and 2001.

There will be schools that did not set a project fee in 2000 and 2001. This should be noted on the survey form by writing Nil.

Questions F5,F6,F7,F8,F9. These questions do combine the school fee and the project fee. There is no need to separate the fees for these questions.

We are interested in the ability of parents to pay the fees in total.

Questions F35 and F36. In earlier years many schools had two bank accounts - one for the school for subsidy payments and one for the BOM for project fees. Some schools seem to be joining those accounts together and making one, which is known as a joint account and is used by both the Head Teacher and the BOM.

Basic materials in these two questions refer to exercise books, pencils, chalk, cardboard for use in the classroom.

Consumables means stationery used by teachers and office staff for administrative duties.

Question H. Roles and Responsibilities in Education

Remember that it is important to use the phrase, *who has the most say?* when you ask the questions on roles and responsibilities. Follow it up with, *who else has a say?*, and then, *how much say do you have?*

After some practice you will find this to be a straightforward question.

6. DATA APPENDIX

The Appendix comes at the end of S1. It can be pulled out of the folder and filled out by the other team member with the help of the Deputy Head Teacher while the Head Teacher is being interviewed by the other team member.

The Data Appendix is enrolment records and textbook numbers.

It **does not have** to be filled out with the help of the Head Teacher. It could be completed with the help of the Deputy Head Teacher or a Senior Teacher from the school. If you complete it this way it will reduce the burden on the Head Teacher who already has a lot to do answering the questions in S1.

Remember to: Collect a copy of the School budget for 2001

S2. GRADE 5 TEACHER

1. INTRODUCTION

You will need to give the *Grade 5* teacher some background information about the purpose of the research and why we want to speak to this teacher. You should use the information that you use in your introduction to the Head Teacher mentioned earlier in this manual.

Remember the *Grade 5* teacher has been chosen as representative of the teachers in a community or primary school.

We do not have time to interview all teachers in detail.

There is no other reason. Tell the teacher that he/she has not been chosen for any reason other than he/she is the only grade 5 teacher at this school, or was chosen because his or her name was first on an alphabetical list where there is more than one grade 5 teacher at the school.

2. SELECTION

You need to select one grade 5 teacher.

If more than one grade 5 teacher is at the school, place grade 5 teachers' names in alphabetical order and choose teacher whose family name is first in alphabetical order.

If grade 5 teacher is unavailable or there is no grade 5 class at this school, then select alternative teacher to interview in the following order:

1. Grade 4 teacher, but not the one chosen in Section J2 in S1 survey.
2. Grade 6 teacher, but not the one chosen in Section J2 in S1 survey.

3. SURVEY QUESTIONS

Most questions are straightforward and you will get a speedy answer. Here are a few ideas to help you with some questions:

Question 14. We want more than the grade here. Make sure that you get the class name such as 5b if the school uses alphabetical letters, or 5green if it uses colours or some other way of describing the class.

Question 23. A teacher may be new to this school this year and will not be aware how many children from last years' class progressed to the next grade. In this case put in 99=don't know.

Question 24. It cannot be answered if Question 23 is answered as 99.

Question 25 and 26. The term 'adequate amount of food' is a subjective judgement. We are concerned that some children may not get enough to eat to enable them to work well at school.

Teachers may not be aware just what children are eating at home, but they might have suspicions on the basis of how well the child appears each morning to do classwork or sports activities.

Teachers will be aware of children who do not seem to eat regularly at school.

Question 48. An average figure for preparation and marking time is needed here.

Question 50. This question refers to the availability of such things as cardboard, posters, assignment sheets, art and craft materials, coloured chalk.

The question could be answered two ways.

1. in terms of funds available, or
2. in terms of teachers skills to produce aids.

Both answers are acceptable.

Question 72. Some teachers will tell you their substantive level. Check that this is the level of the position that they are filling at present. Many

teachers are at a level higher than their substantive level and receive a higher duties allowance.

Question 77. You have been given a list of allowances that teachers might get. Be familiar with that list so that you are not surprised by their answers or if they seek clarification of the sort of allowances that you mean.

There is no need to prompt them to give you an answer by running through the list that you have.

Wait and see how they respond and record appropriately.

Question 78. Some teachers supplement their income by selling smokes or betel nut after school or vegetables at weekend markets. They will usually admit to this. Other teachers might do private tuition or have a second job. They are less likely to tell you this because they are not meant to have a second job as a teacher. Take care here. We are trying to assess if teachers' salary is adequate or many teachers have to find ways to supplement their incomes.

Question 81. It may be easier for a teacher to say that the spouse has income even though the teacher contributes to that income generation. Record who earns that income.

S3. BOARD OF MANAGEMENT

1. INTRODUCTION

You will need to give the BOM representative information about the purpose and extent of the research.

A Tok Pisin version of the BOM Survey is included in your folder. Use it whenever you feel that the BOM representative is more comfortable speaking in that language.

2. SELECTION

If the Chairperson of the Board of Management is unavailable, select an alternative person to interview in the following order:

1. Treasurer
2. Secretary
3. Any other BOM representative

3. BUDGET DETAILS

Where possible collect a copy of the BOM's 2001 budget. If it is not possible to get a copy then please record expenditure for major items such as:

- | | |
|-------------------|---------------------------|
| • Basic materials | • Ancilliary staff |
| • Textbooks | • Equipment |
| • Infrastructure | • Consumables/expendables |
| • Security | • Vehicle expenses |

And the major sources of income and amounts in the budget such as subsidies, project fees, donations, donor assistance.

It would also be useful to get a copy of the BOM Treasurer's report for 2001.

4. SURVEY QUESTIONS

Most questions are straightforward and you will get a speedy answer.

Here are a few ideas to help you with some questions:

Question 21. The BOM might have an interest bearing deposit (IBD) or a trust account for a special project. This would be important to know together with the value of the deposit.

ASK FOR A COPY OF THE BOM BUDGET FOR 2001.

Also ASK FOR A COPY OF THE TREASURERS REPORT FOR 2001.

S4. PARENT

1. INTRODUCTION

You should give an explanation of the purpose and extent of the research before you commence the interview.

A Tok Pisin version of the Parent Survey is included in your folder. Use it whenever you feel that the parent is more comfortable speaking in that language.

2. SELECTION

We do not want the Head Teacher to nominate the most outspoken parent from the school.

Tell the Head Teacher that we want an 'average parent' rather than an outstanding parent. This is our opportunity to talk with 'mamas and papas' about the school and what it is like to pay fees.

Make sure that you alternate the selection of parents from male to female at each school that you visit so that we get a good balance overall of male and female parents.

3. SURVEY QUESTIONS

Most questions are straightforward and you will get a speedy answer in most cases.

Questions 41 and 42.

These questions are linked.

The first one is trying to find out the reason for sending children to school.

The second question is trying to understand if parents think that school activities and programs will help the child to achieve that purpose after they have left school.

In other words, is the school providing children with knowledge and skills that the parent thinks are valuable and relevant and make it worthwhile to send the child to school.

Question 63.

The last part of this question asks what other parents think about school. Some parents may not want to say anything on behalf of others, but some parents will make a comment. There is no need to try and get four responses from the parent on this part of the question unlike the first two parts to that question.

Write down whatever the parent says and finish the interview.

D2: DISTRICT EDUCATION ADMINISTRATOR

1. INTRODUCTION

You will need to give the DEA background information about the purpose of the research and why we want to speak to the DEA. Hand a copy of the Introductory letter to the DEA.

You should use the same kind of introductory information that you used with the Head Teacher mentioned earlier in this manual.

2. SELECTION

If DEA is unavailable it may be appropriate to interview senior inspector who may have deputised for DEA from time to time and is able to answer questions reliably.

3. BUDGET DETAILS

Where possible collect a copy of the District's 2001 budget. If it is not possible to get a copy then please record expenditure for major items such as:

- Basic materials
- Textbooks
- Infrastructure
- Security
- Ancilliary staff
- Equipment
- Consumables/expendables
- Vehicle expenses

It will be very useful to get the budget for all government sectors (eg. Health, Works, Agriculture) so that we can assess how much priority is given by the District to spending on Education or if other divisions get a greater share of the funds.

If it is not possible to get information for all sectors then make sure that you get it for Education.

4. SURVEY QUESTIONS

Most questions are straightforward and you will get a speedy answer in most cases.

Question 29.

The term 'exclusive use' in this series of questions means that equipment or facilities have been provided solely to the District Education Office rather than to the District Office for common use to be shared between Divisions such as Health, Education and Works.

Question 35.

Some schools in the District may be closed indefinitely or suspended for a range of reasons. We are interested in the total number of schools closed or suspended on the day that you are visiting.

- Schools might be **closed** because there are no teachers available to open it.
- Schools might be **suspended** because of administrative reasons and some kind of investigation will be done before the school is re-opened eg no water and it is closed for health reasons until the problem can be investigated and remedied.

If a school is re-opening tomorrow but closed today then it counts as a school closed today.

Question 46.

We do not need the names of DEB members, but which organizations they represent and the gender of each person.

COLLECT A COPY OR SUMMARY OF THE MAJOR EXPENDITURE ITEMS SUCH AS INFRASTRUCTURE, HEALTH, AND EDUCATION IN THE DISTRICT'S 2001 BUDGET.

H1. HEALTH FACILITY SURVEY

1. INTRODUCTION

You will need to give the Health Worker background information about the purpose of the research and the work that is being done at the local school and why we want to talk about the health facility.

The reason we are including the health centre is to understand how it is functioning as part of the delivery of basic services such as health and education in the local area.

Stress that the major part of the study is the education facility. Point out that we are hoping to include up to 220 health centres in the study and we have a standard questionnaire that we would like them to complete.

Inquire when it would be suitable to sit down and talk with them about the questions in the survey.

2. SELECTION

Interview person in charge of health facility such as the Sister, Administrative Officer or Aid Post Orderly.

3. SURVEY QUESTIONS

Most questions are straightforward and you will get a speedy answer in most cases.

Question 33.

You may need to probe this question. Try to get the health worker to indicate the actions that they would take to treat a child with diarrhoea in the local area. We do not want to know what the standard treatment is, but what they are able to offer patients through their health facility and the resources they have at their disposal.

5. RESEARCH ASSISTANTS - CHECKLIST

Activity	Insert School Name	Insert School Name	Insert School Name
	(tick as completed)	(tick as completed)	(tick as completed)
• Contact Head Teacher upon arrival at school			
• Outline purpose of visit			
• Inform Head Teacher of need to:			
interview Head Teacher			
interview Grade 5 teacher			
interview a teacher from grade 3 or 4			
interview a teacher from grade 6, 7 or 8			
interview BOM chairperson			
interview a parent			
collect copy of School budget for 2001			
collect attendance information from roll books			
• Gain permission from Head Teacher to carry out the research in this school			
• Administer survey (S1) to Head Teacher.			
• Make sure to:			
confirm census enumeration area code			
collect copy of school budget for 2001			
collect information required for the Appendix to S1			
collect all class roll books and count the number of absences on this day last week			
interview a teacher from grade 3 or 4			
interview a teacher from grade 6, 7 or 8			
• Administer survey (S2) to Grade 5 teacher			
• Administer survey (S3) to BOM chairperson			
collect copy of BOM budget for 2001			
collect copy of BOM Treasurer's Report for 2001			
• Administer survey (S4) to Parent			
• Administer survey (D1) to District Education Administrator			
collect copy of District budget for 2001			
• Administer survey (H1) to Officer-in-Charge of Health Facility			