

7.4.4. ENGLISH IN PAPUA NEW GUINEA

R.K. Johnson

7.4.4.1. INTRODUCTION

The developments in language policy in Papua New Guinea and the changes in the attitude of the administration to English, the *lingue franche* and the vernacular languages are dealt with in detail in this volume in chapter 7.3.2. 'Administration and Language Policy in Papua New Guinea'. This chapter deals primarily with the teaching of English as a second language, and the following introductory statements are intended to place the account within its sociolinguistic context.

It was the aim of successive English-speaking administrations that English should become the unifying language in Papua New Guinea at some unspecified point in the future, and that the education system should be the instrument for bringing this about. However, even with a projected primary school enrolment of 85% by 1980 (1975 *Education Plan*:25) the likelihood of this ever happening seems improbable. Further, the place of English in the syllabus, which it has dominated for some 20 years, is being increasingly questioned. The importance of the language as a tool for specific purposes continues to be accepted, but the limited scope of these purposes in relation to the total life of the community is increasingly recognised. The English language will continue to play a dominating role in secondary and tertiary education for the foreseeable future, but in primary education and adult education a strong movement has developed for a return to the media of the vernaculars and *lingue franche*.

The community itself still generally regards education through English as the only 'real' education even though there is increasing dissatisfaction with the alienation of young people from the community, which is seen as resulting partly from the present system, and partly from the

inability of the economy to provide job opportunities to satisfy the expectations of the school-leaver. Further into the future it seems likely that the Department of Education will move away from the use of English as the medium of instruction (see 7.3.2.7.). However, such a move will be successful only when the Department of Education is prepared for radical reorganisation of teacher training and of school selection procedures, so that parents can be shown that their children will not be disadvantaged by the use of a vernacular or lingua franca medium of instruction in primary school in relation to obtaining places at secondary level. Under the present system any community which decided to adopt a vernacular medium of instruction would effectively bar any of its children from further progress in the education system, the teachers would have had no suitable training towards implementing such a programme, and there would be no prepared materials for the teacher to follow or guide-lines for the preparation of materials. Faced with such difficulties the government may well continue its present policy of maintaining English as the medium of instruction for some time.

7.4.4.2. ENGLISH TEACHING IN NEW GUINEA AND PAPUA BEFORE THE SECOND WORLD WAR

The New Guinea administration had six elementary schools in which English was the medium of instruction; mission higher schools also taught English. The expatriate community was generally hostile to this policy, often refusing to use English when speaking to a New Guinean and showing a preference for uneducated labour when recruiting (see 7.3.2.4.). W.C. Groves, who was one of the first administration education officers in New Guinea, and was the post-war Director of Education in the combined Territories of Papua and New Guinea, was also against the teaching of English for educational, cultural and practical reasons.

... educationally the aim is the development of the native along his own lines. And if the scope of education is to be restricted, and its wider aims subordinated to the teaching of English simply for the doubtful advantage of facilitating intercourse between the native and the occasional European, the gain will be incommensurate with the loss. (Groves 1936:115)

Groves had no sense of English as the catalyst which would bring about the development of Papua New Guinea and bring it into the modern world. Like most other expatriates at this time, though for different reasons, he regarded any such development as undesirable.

If this attitude to development and therefore to the teaching of English was soon to be outdated, other arguments which he put forward have retained their force: '... with native teachers and in a native environment it will never be possible to teach English even reasonably

well in the village schools.' (Groves 1936:116). The English language ability of the teacher and the lack of any practical use for English in the pupils' out-of-school environment have continued to depress standards in primary schools up to the present, in spite of improvements in teacher training and in the general educational background of teachers. More importantly in the long run, Groves questioned whether English language teaching in rural primary schools, even if possible, was desirable: 'When English is widespread in New Guinea villages, they will no longer be New Guinea villages. And a sorry day that indeed will be.' (Groves 1936:116).

In Papua during this period there was no government school system, but, under Sir Hubert Murray, the eventual spread of English throughout Papua was considered to be of great importance. Practical measures to bring this about were limited. In 1931 a five year primary syllabus was issued, which was revised in 1936 and 1939 and was used after the war until 1950. It laid down that 'all instruction must be given through the medium of the English language', but 'no compulsion was laid upon the missions to follow the government syllabus in any of their schools.' (Wedgwood 1945:1 and 2). As an incentive, however, a school inspector from Queensland visited the Territory once a year to examine pupils put forward by mission schools. For each candidate who passed, the school received a subsidy which ranged from 50¢ at Standard 1 to \$2.50 at Standard V, with a maximum of \$500.00 per school.

The only materials which supported the syllabus were a set of readers. *The Papuan School Reader* was written by Rev. W.J.V. Saville of the London Missionary Society and published by the Government Printer in 1928. Saville's reader proved too difficult for most children but it was the first school reader in which the illustrations and the text were related to the lives and experience of Papuan children (Dickson 1970:25). This reader was replaced by the *Five Papuan Junior Readers*, written by Colonel J. Hooper and C.L. Fox, the visiting examiners from Queensland in collaboration with two missionaries, Miss G.M. Milne and Rev. Percy Chatterton of the London Missionary Society. Two readers were published by the Government Printer in 1932, one in 1936, and the other two, written wholly by Colonel Hooper, were published soon after. Copies were distributed free of charge to all missions in Papua and copies were 'bought in number by the Methodist and Anglican Missions in the Solomons and were also sent to Norfolk Island and Nauru' (Dickson 1970: 25). They were reprinted after the war under the title of *English Readers*.

With a syllabus and teaching approach that were orientated towards reading, the situation was far from satisfactory. The school children spent

at least half their time learning to read and write English, yet no provision is made whereby they can get anything to read except their schoolbooks (which at the end of their schooling they generally know by heart) their bibles (which many of them do read regularly) and the monthly 'Papuan Villager' which, judging from what I was told seems to have been of little interest to them. (Wedgwood 1945:5-6)

P.V. Meere summed up the achievement of formal education in Papua in 1942 as follows: 'There was only a handful of people who had completed Standard V in a mission primary school. English was the school language but a limited number of Papuans had learnt to speak, read and write it.' (Meere 1973:27). The numbers involved were certainly small; in 1937, 66 pupils graduated from Standard V; in 1938, 77; and in 1939, 50 (*Papua Annual Report for 1939-40*:15), and the main impact of the administration's policy may well have been a psychological one in convincing teachers and parents alike that: 'the ability to read from the "Junior Papuan Readers" to do sums, to recite forty lines of English "poetry" and to name the principal geographical features of Papua, alone constitute education' (Wedgwood 1945:2).

7.4.4.3. THE TERRITORY OF PAPUA AND NEW GUINEA - POST WORLD WAR II

During the period from 1945, the Australian administration became increasingly committed to the development of Papua and New Guinea, partly as a result of changed world opinion towards colonial territories in general and pressure from the United Nations in particular, and partly because of changed attitudes and greater interest in Papua and New Guinea generated in Australia as a result of the war. Increasingly too, the instrument for this development was seen as a massive investment in education through the medium of English, initially at primary level and later in the early and mid-1960s at secondary and tertiary levels as well.

In the late 1940s the educational establishment within the administration was small, and education remained largely the responsibility of the missions who were committed to a policy of education through vernacular languages. W.C. Groves, as the first post-war Director of Education, was also extremely sympathetic to vernacular education (see above 7.4.4.2. and 7.3.2.5.), and believed that such a policy was in the best interests of the country as well as being the most practicable.

Immediately after the war, the situation with regard to materials was desperate: 'At the evacuee village of Pari, where there were 164 children ... only the ingenuity of the native teachers and the presence of

beach-sand made it possible for the children to learn anything.' (Wedgwood 1945:6) and the situation with regard to teachers was scarcely better.

Most missions aim to have as trainees for pastor-teacher men who have passed Standard V at school, and who have spent at least two years at a head-station where they have had more in the way of general education In fact it seems that there have always been some trainees taken who have attained no higher than Standard IV (in some missions an even lower standard of education was sometimes accepted). (Wedgwood 1945:5)

In spite of his sympathy with the aims of vernacular education, Groves was well aware that the climate of opinion had changed since pre-war New Guinea, that English should be taught and that it should be taught more effectively than it had been in the past. In 1947, he began negotiations with Oxford University Press, Longmans and Macmillan about materials for teaching English as a second language. Both Oxford and Longmans agreed to adapt at no cost the series each had originally produced for Malaya. The first primer and reader of each series was fully revised and the later ones progressively adapted. Both series, *The Oxford English Course for Papua New Guinea* and Longmans *Papua New Guinea English Course Readers*, were used in schools during the 1950s.

Other materials were also introduced into the Territory during that period including a series prepared initially for Micronesia and two series used in the Northern Territory of Australia: *The First Australian's ... Books*, prepared by the Presbyterian mission, and *Bush Books* prepared by the Commonwealth Office of Education. Pre-reading and -writing activity booklets and a number of readers were also produced in 1957, 1958 and 1959 by officers of the Visual Aids Section of the Department of Education with the assistance of Field Education Officers, and were printed by the Government Printer.

Meere wrote about the methods of teaching used during this period:

... with few exceptions, English was taught in New Guinea until about 1960 as it was taught in Australia. The oral preparation of structure and vocabulary, on which the Oxford Course was based, was ignored Experience in New Guinea during the 1950's proved that the reading approach to a foreign language produces in students neither a grasp of structure nor fluency in speech. (Meere 1973:140-1)

Apart from some expatriate teachers who received a grounding in the methodology of teaching English as a second language at A.S.O.P.A. (The Australian School of Pacific Administration), teachers received very little practical assistance with methodology. The basic syllabus, which was published in January 1950, was described as 'purely suggestive and provisional' (Primary Syllabus 1950, Introduction:2) and gave only a broad outline of the content to be taught. The English section was based

on the pre-war *Papuan Junior Readers*. The 1955 revision of the primary syllabus simply urged teachers to follow the Oxford English Course's Teachers' notes. If there was little practical assistance, there was some exhortation along lines then generally accepted. The *Syllabus for the Training of Native Teachers* (1954) contains the following: 'One fundamental principle must be adhered to throughout - SPEECH FIRST: Every word the child learns to read should be one with which he is already familiar through its use in speech'. However, there was not even a course outline for the teacher to follow.

As late as 1957, a departmental circular memorandum recommended oral English only in the first two years of school (Circular Memorandum 1957: 5-6), while initial literacy and all other subjects should be taught through the vernacular. Reading and writing in English were to begin in year three, and English was to become the medium of instruction from year five. Again no help was given to the teacher in implementing this programme, which was completely at variance with both the Oxford and Longmans courses of English.

In this situation, and given the Papua New Guinean teachers' inadequate command of English and poor educational and professional background, the 1959-60 Report on the Territory of New Guinea has an air of total unreality: 'Ideally there should be a different set of English texts and courses for each indigenous vernacular. In practice a neutral course is followed and the necessary local adaptation of the course is made by the teacher.' (*Annual Report for 1959-60*:127).

The expatriate teacher with better but often irrelevant qualifications was not in a better position to implement such suggestions than his Papua New Guinean counterpart. These related problems of methodological prescription and teacher training were identified as fundamental by G.A. Pittman in his *Report on the Teaching of English in the Territory of Papua and New Guinea*. It was his belief that '... the Education Department in a Territory should accept the fact that it will have to provide diagnosis, guidance and prescription to its teachers on the methods to be adopted far in excess of what is normal in a metropolitan country'. (Pittman 1960:2). His first recommendation was: 'That consideration be given to methodological prescription ... as the main professional activity of a Territory Education Department.' (Pittman 1960:3); and his second:

That the Education Department adopt as a goal the training of its own expatriate as well as indigenous teachers; thus giving its teachers the training at present lacking in language teaching techniques and in the application of the results of linguistic research. (Pittman 1960:4)

This report combined with a number of other factors in leading the department to take decisive action. The new Director of Education, G.T. Roscoe, was firmly committed to the policy of universal primary education through the medium of English; pressure for the expansion of the education system was mounting, and the financial aid that would make such expansion feasible was increasingly being made available by the Australian government; and thirdly, teaching materials which would make it possible to carry out Pittman's recommendations were already being prepared.

The development of these materials had begun in 1957 as a series of programmes prepared by F.C. Johnson to help primary school teachers in Morobe District in planning their daily work. In 1958 and 1959, while working in teacher training at Port Moresby and Finschhafen, Johnson developed these programmes further. The aim was to supplement the existing Longmans and Oxford texts particularly in the field of Oral English, and this was achieved to the point where the trainee teachers had detailed lesson by lesson programmes to take with them to their first teaching positions. The existence of these materials became known and the programmes were made available to teachers in other areas. By 1960, there was a considerable demand for them and they were published by Jacaranda under the title *Oral English for Preparatory* and *Oral English for Grade 1*. These materials were later developed further under the title of the *Minenda Series*, which eventually consisted of some 300 titles. The 1962 Department of Education English syllabus, Preparatory grade to Standard 6, reflected Johnson's influence and gave assistance in the use of the *Minenda* materials. This assistance was made more specific and detailed in the further revision of the syllabus, carried out in 1967. The 1962 syllabus was described by Meere as a

landmark in the development of primary education in Papua and New Guinea in that it provided detailed guidance for teachers, established clear goals and standards for primary schools, and recognised that English had to be taught as a foreign language. (Meere 1973:88)

The primacy of speech was emphasised throughout, as was the importance of drills: 'This must be our basic teaching principle - to give our pupils constant, repeated practice in the use of the correct or generally acceptable forms of expression.' (*Revised Primary 'T' School Syllabus* 1962). In addition the syllabus emphasised the importance of context of situation, in terms of concept and structure. The Department was now in a position to enforce the prescriptive approach recommended by Pittman 'The Department's approval will not be given, either directly or indirectly, to any variation from the prescribed or recommended work as contained in the Revised Syllabus for Primary 'T' Schools'. (*English*

Teaching: An Introduction to the Teaching of English in the Territory of Papua and New Guinea, undated), though provision was made for submissions of alternatives which would be considered for inclusion in subsequent editions of the syllabus.

In the years 1962-64 an in-service and pre-service teacher-training programme was mounted which was massive by comparison with anything that had been attempted before. Courses were run which lasted for from two to four weeks to introduce the new materials. They were run initially for district inspectors, head-teachers, specialist teachers and teacher-training college staff members, and were conducted by F.C. Johnson or colleagues. Those who participated were expected to run similar courses in their own areas. No formal credit was given, but teachers were required to undertake such a course before their schools were issued with the new materials, and they were eager to attend.

The influence of these courses and *Minenda* materials on pre-service teacher training is shown by responses from 15 colleges to a questionnaire sent out in 1966. This showed that 'Apart from the *Minenda* series of teachers' and pupils' books which are universally used in colleges, there appear to be no text-books or reference books which colleges find useful.' (Meere 1973:363).

Other materials were produced along similar lines. N. Walker, W. Turvey and others began producing alternative reading materials for the *Minenda* series, and these were later expanded and published by Oxford University Press as the *Pacific Series*. One or other of these two programmes is now in use in every primary school in Papua New Guinea. Recently the decision was taken not to renew stocks of *Minenda* materials, and to replace them over a period with the *Pacific Series*.

The teaching of English increasingly dominated the primary school syllabus: for example a recent departmental circular (18 August 1972) recommended the allocation of between two-fifths and one half of school time to various sub-skills under the heading of English, and the teaching of English became the main aim of primary education.

The basic aim of the teacher then is to teach his pupils to communicate in English If then, (and this is the aim of the Primary School Syllabus) we are to bring our Papua and New Guinea students to a standard of learning at the end of Standard VI where they can undertake a course of secondary education in English, it will be obvious that we must present pupils with a concentrated systematic course in the English language which will give them a degree of facility in the use of English comparable with the English of pupils leaving Standard VI in Australian schools. (*English Teaching: An Introduction to the Teaching of English in the Territory of Papua New Guinea*, undated:1).

The aim was unrealised in that this standard was not achieved and should not realistically have been hoped for under the circumstances in which the second-language teaching was being carried out; further the justification for the teaching of English as providing a basis for secondary education was unsound since at best only 40% of primary leavers were able to continue to secondary education and, for the remainder, the prolonged process of acquisition was an end in itself. It will be even more difficult to justify the predominance of English in future since enrolment in primary education is to be expanded to 85% of all children aged eight (1975 *Education Plan*:25), while secondary education is to be related to manpower requirements (1975 *Education Plan*:34). Thus the proportion of primary leavers going into secondary schools will drop over the next five years (1975 *Education Plan*:39).

Another attitude to the language-teaching programme which is no longer generally accepted was expressed as follows:

Another important basic teaching principle is ... that teaching English involves not only teaching 'another language', but rather the teaching of another culture - the language and thought of a different culture This idea must colour the presentation of all language teaching in the classroom. (*English Teaching* ... undated:4).

English is regarded now much more as a means to certain specifiable ends, and insofar as it is not culturally neutral, it represents a developing aspect of Papua New Guinean rather than Anglo-Saxon culture. In practice, 'cultural imperialism' has been generally absent from the English language programmes used in Papua New Guinea, and perhaps for this reason the status of the language is high and little antagonism has been generated towards it.

Just as a serious re-examination of language policy has been conducted during the past few years, so a considerable amount of rethinking has been going on regarding methods of teaching a second language in the classroom situation. Standard VI graduates do not have a level of English equivalent to that of their Australian peers. Very few of them are able to read the English language newspaper *The Post-Courier*; many have not reached that stage which Kenneth Pike has called 'nucleation': the stage in a learner's process of acquisition ... 'where the skills learnt can act as a nucleus to which other elements of language may rapidly attach themselves'. (Johnson, F.C. 1973:xii). In addition, there are deficiencies in both attitudes to study and study skills which inhibit students' success at higher levels and which can be attributed partly to the second-language medium of instruction itself and partly to the methods adopted in the two language-teaching programmes used in Papua New Guinean primary schools (Johnson, R.K. 1970, 1972c).

David Lewis identified the following as the main deficiencies in methodology:

The progression of sentence patterns proceeds too quickly in one sense and too slowly in another:

- (a) Too quickly if it hopes to guarantee internalization of each pattern and proceed on the assumption that this has been achieved and that unstructured situations will provide sufficient 'reinforcement' for patterns. This internalization just does not take place.
- (b) Too slowly if it hopes to provide anything but a frighteningly limited structural range available for pupils to communicate in the language of instruction ...

.... The confining of units to single-sentence-pattern increments ... becomes increasingly unrealistic and sterile. Substitution tables and wall charts are inadequate substitutes for the verbal contextualization demanded by the more complex structural material Must intellectual maturity wait upon such a slow rate of language acquisition? Can learning a second language be spaced out over too long a period? How can we increase the density of the English environment? (Lewis 1970:12)

In the short term however, he felt that probably little could be done. '(the present syllabus) represents a rather clearheaded assessment of what may be the limits of what our teachers can handle.' (Lewis 1970:13).

Another critic of the present methodology is F.C. Johnson, though by implication only, since he has made no critical statement as such. In the past six years, he has developed an alternative approach to the initial stages of language learning. He was apparently dissatisfied with the *ad hoc* way in which *Minenda* materials were developed and in Johnson, F.C. 1973, he provides a theoretical justification for the development of new materials, and a system of materials design. In 1972, Jacaranda Press began the publication of the *Jacaranda Individualized Language Arts Programme (J.I.L.A.P.)* of which F.C. Johnson is the general series editor, and in which he has developed the ideas of his descriptive framework into teaching and learning materials. His approach is summed up as 'individualization in learning and communication in language' (Johnson, F.C. 1973:xiii), thus emphasising his departure from the drills and lock-step approach of the earlier materials and the need to provide genuine communication situations in which language skills can develop.

The programme has been tested in, amongst other places, Papua New Guinea where most of the development was carried out, the United States, Thailand, the United Kingdom, South Africa, and the Philippines.

At present (December 1976) there are no plans to change the primary English programmes, the *Minenda* and *Pacific Series* (see above), which were introduced in the early 1960s, and whose weaknesses are now widely

recognised. There are a number of reasons for this. Firstly, political pressure is directed primarily towards increasing the present enrolment, rather than improving the system as such. Only a very small part of the budget is therefore allocated to curriculum development. Secondly, as was stated above, teacher training has consisted very largely in the past in training teachers in the use of these particular materials, and many teachers would be in serious difficulties attempting to implement a more modern communication (rather than drill-orientated) approach, without considerable retraining. Thirdly, recent moves towards the introduction of vernaculars or the *lingue franche* as media of instruction suggested that resources should not be committed to the introduction of new English-language teaching materials or the revision of older materials until the precise nature of the proposed changes becomes clear.

One particularly unfortunate result of the hiatus in policy development has been that stocks have not been maintained, and many schools now lack the materials which are necessary to teach either the *Minenda* or *Pacific* programmes effectively. Thus primary education in Papua New Guinea is committed to English as the medium of education for the duration of the '1975 Education Plan' (see 7.3.2.6.), but provision for the effective teaching of English is probably at its lowest level, in terms of availability of materials and resources, since the mid-1960s. One mitigating factor is the improved qualifications of teachers, who now require Grade 10 as the entry level to teacher training, and then receive two years at primary-teacher training colleges. However, the teacher-training programmes for English are still based upon learning to use the *Minenda* and *Pacific* materials.

7.4.4.4. SECONDARY EDUCATION

The administration concentrated initially upon the aim of achieving universal primary education, but in the early 1960s, partly at the urging of a visiting United Nations mission, the policy was changed to allow for expansion at the secondary and tertiary levels. Prior to the mid-1960s, secondary schools had followed Australian syllabuses, but from this time all schools except the few multi-racial high schools changed to a four-year Papua New Guinean syllabus. The leaving certificate at Grade 10 provides the basis for selection for tertiary studies.

English teachers in secondary schools prior to Independence were mostly native speakers, recruited primarily from Australia. Very few had any training in teaching English as a second language. Their interests tended to be in literature and creative writing, and many found it difficult to orientate themselves to the second-language situation.

As Independence approached, overseas recruitment was changed to a contract basis. Since contracts are for two or three years and most teachers remain for one contract, it may be suggested that many teachers are just becoming effective when it is time for them to leave. More recently a number of teachers with African experience of teaching English as a second language have been recruited from the United Kingdom, but there are also an increasing number of volunteer teachers from Canada, the United Kingdom and Australia, and very few of these have specialised training, or stay long enough to acquire the necessary skills. Mission schools have had greater continuity, since a number of teachers have remained in the country for long periods, but again, very few have received a training relevant to the teaching of English as a second language, however effective they may have become as a result of experience. The country will continue to be dependent upon expatriate teachers to some extent until the early 1980s, but secondary teaching should be fully localised by the mid-1980s unless there are unforeseen circumstances such as a more rapid expansion of the secondary system than is currently envisaged (1975 *Education Plan*).

The main source of secondary teachers is the Goroka Teachers' College, which became a part of the University of Papua New Guinea in 1975. Students receive a three-year training programme following entry at Grade 10, or a two-year programme following entry after Grade 12. These teachers are trained in three major subject areas and are expected to teach mainly Grades 7 and 8. It is current policy that these grades should be taught by generalists, i.e. one teacher for one class. Thus some teachers are required to teach English who have not been prepared to do so. The other Papua New Guinean source for secondary school teachers is the Faculty of Education on the main campus of the University at Port Moresby. These students have a four- or five-year programme (depending on entry level) for a B.Ed. degree, one year of which is involved solely with education courses and teaching practice. These students major and receive methods training in only one teaching subject, and are expected to teach in Grades 9 or 10, or at National High Schools (Grades 11 and 12). In the years immediately preceding Independence, few undergraduates opted for Education, and the services of the few who completed Education degrees were in such demand due to rapid localisation that few went into the schools, and none remained there for any length of time. This position is now changing for two reasons: firstly, the government has instituted a tied-scholarship scheme whereby students will be directed into Education, thus greatly increasing the number of Education graduates; and secondly, as opportunities for rapid promotion

decrease, more and more Education graduates will become classroom teachers. According to current projections, therefore, all English-language classes in Papua New Guinean schools will be taught by second-language-speakers by the mid-1980s.

Initially the approach in secondary education was in sharp contrast to that of Primary Division. There was no prescription. Secondary Division left the responsibility for developing the teaching programmes entirely to the subject-masters and individual teachers in schools. This was believed to be justified on the grounds that secondary school teachers were professionally qualified and were therefore competent to develop their own teaching programmes. A number of factors made this approach unsatisfactory, particularly the lack of T.E.S.L. (teaching English as a second language) training and the rapid staff turnover, so that some schools had a succession of programmes, more or less inadequate, and other schools had in effect no programme at all.

The first Papua New Guinean secondary English syllabus (1967) consisted primarily of a list of structures to be taught by means of the accompanying substitution tables. Considerable emphasis was placed upon drills and 'overlearning'. Few teachers were able to use it effectively. A new syllabus for Forms 3 and 4 (now Grades 9 and 10) was issued in 1971, and for Forms 1 and 2 (Grades 7 and 8) in 1973. The main emphasis in this English syllabus was practical. It stressed the importance of extensive reading, and the need to provide suitable reading materials at appropriate levels. Written work was controlled during the early stages, and was related later as far as possible to situations in which English is needed and used in Papua New Guinea. Remedial work on syntax and phonology forms a small but important part of the programme. The syllabus takes the position that English literature in a formal sense has no place in the second-language classroom at this level, and that a creative writing programme would have harmful rather than beneficial effects in the lower forms, and should be restricted in the upper forms to those students who show strong motivation. The syllabus was supplemented by two handbooks consisting of articles on T.E.S.L. methodology either reprinted from journals or specially prepared.

In the form in which they were presented, the new syllabuses and the accompanying handbooks offered a discussion of T.E.S.L. methods and approaches rather than something that the classroom teacher could teach from. It provided guidelines for developing a teaching programme rather than the teaching programme itself. The need for such a programme was more readily accepted as plans for the rapid localisation of secondary

education went ahead. It might be noted here however that the teachers produced by Goroka Teachers' College were trained in methods of Teaching English as a Second Language, unlike the majority of their expatriate predecessors, who had not been.

The first attempt to put a teaching programme into the schools was the decision to introduce a West African Secondary text (Ogundipe and Tregidgo 1965-66) consisting of five course-books. Starting from 1972 sets of these books were distributed to schools each year, starting with Book 1, and booklets were prepared with suggestions as to how these texts might be adapted to the Papua New Guinean situation, and how deficiencies or omissions identified within the course might be remedied.

However, the full set of texts was never distributed. There was considerable dissatisfaction with the course, primarily in that it was not orientated to Papua New Guinea, and that T.E.S.L. methodology had developed considerably since this course was prepared (in the mid-1960s). As a result the curriculum branch of the Department of Education began work in 1975 on developing a new syllabus for Papua New Guinean Secondary Schools. The Grade 7 programme was put to the test in 1976 and the Grade 8 programme will be tried out in 1977.

The syllabus on which the teaching programme is based is functional in its approach. It sets out to identify the linguistic functions which students need in order to complete successfully the secondary school programme in the various subject areas. Thus it is intended that the various language units each dealing with a language use such as description of process, narrative, giving instructions, etc. will be cross-referenced with the relevant parts of other subject syllabuses. This should be of particular value to Grades 7 and 8 which are to be taught by generalist teachers (i.e. one teacher to each class who teaches all subjects). Many but not all of these generalist teachers will have been taught T.E.S.L. methodology. Recent graduates from Goroka Teachers' College will have done a T.E.S.L. methods course orientated towards the 'functional' syllabus.

It is an interesting and ambitious undertaking. This is one of the first attempts in the world to develop a thorough-going functional teaching programme, and almost certainly the first of its type in a developing country. Unfortunately, the resources for carrying it through are barely adequate, the work of preparing, trying out and revising the programme falling upon one Curriculum Officer (financed by the Commonwealth fund for technical co-operation) who is in Papua New Guinea for only a part of the year. A large part of the work of materials development has therefore been carried out at in-service and pre-service

workshops for teachers, and trainee teachers, the latter particularly at Goroka which has backed the project strongly. These materials, the quality of which varies from excellent to extremely poor, as might be expected, are circulated to schools through Newsletters issued by Curriculum Branch of the Department of Education. So far, an Introduction to the new syllabus and a trial Grade 7 teaching programme have been prepared. The Grade 8 teaching programme is in preparation and will be tried out in schools in 1977.

Thus, unlike primary, secondary-level education has been active in the 1970s, developing new approaches, supplying new materials, and integrating the training of teachers with the development or introduction of those materials, but the end product is still far from satisfactory. Many schools have partial sets of some parts of the Ogundipe and Tregidgo *Practical English* course. No school received the complete course. Most schools have now begun using the new syllabus in Grade 7, but it is not known when work on the new syllabus will be completed. Overall the secondary school English programme continues to be dependent upon the energy, experience and resourcefulness of subject-masters and -teachers in schools. Given the heavy teaching loads, these qualities are severely taxed, and it is not surprising that there is widespread dissatisfaction with the level of English currently achieved by Grade 10 school-leavers after ten years of English-medium education. At secondary level, matters are unlikely to improve until there is in schools a consistent teaching programme which can be followed from Grade 7 to Grade 10, and which provides the bulk of the materials necessary for completing that programme satisfactorily. These conditions are unlikely to be met in the near future.

7.4.4.5. TERTIARY EDUCATION

Tertiary-level institutions in Papua New Guinea have recognised the problems associated with a second-language education, both in the difficulties associated with tertiary-level instruction through that medium and the lack of study and learning skills which seems to result from the intellectual and experiential confinement of working through the medium of a second language (Johnson, R.K. 1970, 1972c, 1974).

Both the University of Papua New Guinea and the Papua New Guinea University of Technology have 'service' English courses, including elements of advanced comprehension and composition, which are designed to develop the study skills necessary for work at this level. There has been a general tendency at all tertiary institutions including teachers' colleges, the Bankers' College etc. to move away from the purely remedial

English programmes which were followed in the early days of these institutions in the mid- and late 1960s and to concentrate on extension and skills courses based on the particular needs of the student. The remedial approach was abandoned not because remedial work was unnecessary, but because it proved ineffective through lack of student motivation.

The foundation professor of English at the University of Papua New Guinea, appointed in 1966, was F.C. Johnson, and his experience in the second-language situation in general, and in Papua New Guinea in particular, ensured that the department would be adapted to its environment, unlike so many English departments in universities in developing countries, modelled upon departments of literature in countries with an Anglo-Saxon cultural heritage, where English is the mother tongue.

In 1974, it was decided to divide the English Department into the Departments of Language and Literature, the 'service English' function being retained by the Language Department. The Language Department, as the change of name suggests, has moved steadily towards an emphasis on sociolinguistics and towards the study of Papua New Guinean lingue franche and vernacular languages in addition to the study of English. *Sector Analysis*, the approach to the analysis of syntax developed by Robert L. Allen (Allen 1964), was taught initially in the English Department, and had a strong influence on the 1967 Secondary School syllabus, but with changes in University staff, this particular approach has not been maintained. As used in the 1967 syllabus, it proved difficult for untrained teachers to follow and was eliminated from the later secondary syllabuses. A one-year diploma course in *Teaching English as a Second Language* was taught solely by the English Department until 1973, when following Professor Johnson's resignation it was run jointly by the Departments of Language and Education. From 1974, the course has been offered by the Faculty of Education, though a large part of the teaching has been conducted by the Language and Literature Departments. The diploma is open to sub-graduate and post-graduate students working full-time or part-time. So far the course has been taken largely by experienced expatriate teachers, who are native speakers of English; and it has in this way made a contribution to teacher training and curriculum development in Papua New Guinea. Students have also come from various parts of South-East Asia under various aid schemes to work on this course or on higher degrees in the area of teaching English as a second language.

The Literature section of the English Department, and, since 1972, the Literature Department, has concentrated upon modern English texts,

and to a considerable extent upon the literature of developing countries. It has also done research into and conducted courses in the oral literatures of Papua New Guinea. The Literature Department has also been closely associated with the National Arts Centre which is situated on the University campus and is jointly sponsored by the University and the Department of Education. One of the aims of this Centre is the promotion of Papua New Guinean culture through English and this has been achieved particularly through drama. A further area of interest of the Literature Department has been creative writing, an area in which it has made a significant contribution to the cultural life of Papua New Guinea. This contribution is discussed in greater detail below in 7.4.4.6. under 'Literature in English in Papua New Guinea'.

The University's Faculty of Education and the Goroka Teachers' College are involved in the training of teachers of English as a second language at undergraduate and post-graduate levels. B.Ed. programmes are offered for both trained and untrained teachers. The 'in-service' B.Ed. is a two-year programme, the main intake being teachers trained initially at Goroka who have taught for two or more years. In support of its teacher-training programmes, the Faculty of Education has a Teaching Methods and Materials Centre (T.M.M.C.). Staff of the Centre and the Methods Lecturer in the Department of Education have been involved in a number of curriculum and research projects relating to the teaching of English in Papua New Guinea. A number of these curriculum projects have been carried out in association with the United Nations Development Project based at Goroka Teachers' College. Materials developed for secondary schools include annotated bibliographies for school libraries, materials for oral work, intensive reading, situational composition and remedial work. Research papers have been concerned with sociolinguistic factors relating to language teaching in Papua New Guinea, comparisons between the performance of first and second-language speakers of English, and studies of readability levels, particularly in relation to syntactic complexity (T.M.M.C. Annual Reports).

Staff of the University of Technology involved in the service English courses have also contributed to the development of material for secondary schools, particularly in the areas of comprehension, composition and study skills.

7.4.4.6. LITERATURE IN ENGLISH IN PAPUA NEW GUINEA

In spite of the lack of encouragement of literature, in a formal sense, and of creative writing in the secondary schools, there has been an upsurge of creative writing in Papua New Guinea comparable to that

which has taken place in a number of other countries in the process of attaining nationhood. In Papua New Guinea this movement was largely promoted and shaped by Ulli Beier, who had experience of the development of a national literature in Nigeria before coming to the University of Papua New Guinea, initially as a senior lecturer in the University of Papua New Guinea's English Department, and later, briefly, as visiting professor, before leaving the University to take up his present position as Director of the Papua New Guinea Institute of Studies. He provided the stimulus for the first novel (Eri 1970) and the first autobiography (Kiki 1968) to be written by Papua New Guineans. He started the short story and poetry magazine *Kovave* and the series of publications under the title of *Papua Pocket Poets*. He has also published collections of traditional stories and legends. There is a general enthusiasm for Papua New Guinean writing at present: stories, poems and plays are being written and published inside Papua New Guinea and outside. Creative writing competitions and writers' workshops are held frequently and obtain a good response. A second journal, *Papua New Guinea Writing*, is published regularly. Plays written, acted and produced by Papua New Guineans are regularly performed at the open-air theatre of the University of Papua New Guinea, at the National Arts Centre, and elsewhere, with broadcast production by the National Broadcasting Commission; and a touring company, organised by the National Arts Centre, takes its productions to schools and local communities.

It is too early to say whether this promising beginning can be sustained. Against it are the heavy demands being made on the potential writers in other areas of public life in which rapid changes are taking place; but in favour of a continuing development is the very strong tradition of craftsmanship in Papua New Guinea, and of the expression of art as part of the life of the full man. If Papua New Guineans do not specialise as the West has done but continue to recognise public art as part of the whole man, then Papua New Guinean writing may well fulfil the great early promise that it has shown.

7.4.4.7. ADULT AND COMMUNITY EDUCATION

When the great expansion of the Papua New Guinean educational system began, basic education for adults and education for community development was either neglected or was ineffective. In a situation where, almost entirely, only those who have been to school speak English, it is obvious that extension work with those who miss schooling must be conducted through vernacular languages or *lingue franche*. Adult education was therefore stifled by the insistence on the use of English as

the medium of instruction, particularly as the prerequisite for educational opportunity was not only a degree of fluency in English, but also literacy in English.

As an illustration, in 1965, a programme of adult literacy in English was started in the Highlands area. For the first two terms teachers struggled without any materials being provided. In the third term the Commonwealth (of Australia) Office of Education course was distributed. This course was designed for European immigrants to Australia and proved predictably unsatisfactory. The courses were discontinued by the Department on the strongly-worded advice of the teachers concerned. One area of adult education which was allocated considerable resources was the School of External Studies. This provided studies by correspondence for students who had failed to gain places at secondary school. A number of ambitious Papua New Guineans have used these correspondence courses to gain entry to tertiary-level institutions, and generally further their education and their careers; but on the whole the scheme is considered to have failed, particularly at the Form I and Form II levels. Some criticism has been made of the courses themselves, but the basic problem has been that the level of English and general study skills of pupils who could not gain places in secondary schools was not high enough to enable them to use a correspondence course effectively. Since 1973, courses only at the Form III and Form IV levels have been offered; the lower level courses have been suspended.

It is to be hoped that the proposed changes in language policy will eventually be implemented, making possible a more constructive approach to the extremely important area of community education. However, no steps have been taken in this direction as yet, and the resources of the Department of Education seem likely to be fully committed to the expansion of the present formal school system for the foreseeable future.

7.4.4.8. SUMMARY

Education in general, and education through the medium of English in particular was seen by the Australian administration to be the key to economic and social development in Papua New Guinea. From the mid-1950s considerable sums of money were committed to putting this belief into practice, initially at primary level. Developments in language teaching reflected those taking place in other parts of the world and programmes were implemented through the introduction of materials into schools and through teacher training, both of which related realistically to the problems faced by Papua New Guinean teachers in terms of their lack of

general academic background and inadequate control of the English-language medium. The programme provided an effective base for the expansion at secondary and tertiary levels which followed in the mid-1960s ensuring that students would be in a position to work with teachers and lecturers who were native speakers of English, and who for the most part made few concessions to the fact that English was a second language for their students. In turn, the expansion at the upper levels of the education system has made possible the rapid rate of localisation which was achieved in the period of transfer of power from the Australian administration to a Papua New Guinean government. It has also ensured that English can be maintained as the language of administration and commerce, and thus made it possible for a centralised administration in independent Papua New Guinea to function. Whether English will be maintained as the language of provincial administration as provincial governments are established remains to be seen. The pre-eminence of English at this 'top' level in public life has been achieved seemingly without arousing hostility towards it as the language associated with the outgoing colonial administration and though there are signs of an increasing reaction against Western culture, and a desire to achieve a Papua New Guinean identity, the English language has been rather an instrument in this search than a subject for attack.

On the other hand, while the importance of the English-language-teaching programme is undeniable at the national level, at the level of the community, and particularly the rural community which embraces over 90% of the population of Papua New Guinea, the effect has been to alienate the education system from the community it serves, to inhibit the learning process and to turn the education system away from the very real needs of the rural community, to concentrate upon establishing a stepping-stone for those who go on to higher education. For the majority who do not, there is frustration, a sense of failure, and few if any practical skills which can be applied to provide a better and more varied life for the communities they live in. Education for community leaders, those who have the authority to initiate change, as opposed to school-children, has been the most neglected part of the education system.

The Papua New Guinean government has determined (1975) that all levels of education will continue to be conducted through English. The expansion of the higher levels is to be related to manpower needs in the wage-earning economy. In relation to basic education, both for young children and for adults, the government is committed to achieving a system which has more relevance to the life and needs of the community than the present one. Many people regard the abandonment of English as

the medium of instruction as a prerequisite for such community orientation; others feel that the problems in using vernacular languages or *lingue franche* in place of English are so great that the education system itself would not survive such a change; those most in favour of abandoning English feel that even such a collapse would be less harmful to the social structure of the community than the effects of the present system. All are agreed that standards at higher levels of education must be at least maintained and that this will depend upon adequate control of English, which will continue to be the medium of instruction at this level. The measures for ensuring this if the system of primary education is eventually changed have not yet been worked out, though a number of solutions seem practicable. In any case no change away from English as the sole medium of education now seems likely before 1980, or while the '1975 Education Plan' is in operation.

English is firmly established as a Papua New Guinean language which expresses an important and developing aspect of Papua New Guinean life and culture. The hope that English would provide the catalyst which would 'westernise' or 'modernise' Papua New Guinea within a generation or two has proved illusory. It seems unlikely that English will be used extensively by the great majority of Papua New Guineans. However, English has its place, and seems likely to retain it as the second or third language of the small but growing *élite* of Papua New Guineans who have gained post-primary education, and upon whom the responsibility for Papua New Guinea's future will largely depend.

R.K. JOHNSON

BIBLIOGRAPHY

ALLEN, R.L.

- 1964 *English Grammars and English Grammar*. New York: Macmillan.

AUSTRALIA: COMMONWEALTH OFFICE OF EDUCATION

- 1956 *English for Newcomers to Australia*. Students' Book One; Students' Book Two; Teacher's Book. 4th edition. Prepared by the Commonwealth Office of Education for the Department of Immigration.

DICKSON, D.J.

- 1970 'Murray and Education: Policy in Papua, 1906-1941'. *New Guinea* 4/4:15-40.

ERI, V.S.

- 1970 *The Crocodile*. Brisbane: Jacaranda Press.

GROVES, W.C.

- 1936 *Native Education and Culture-Contact in New Guinea*. Melbourne University Press.
- 1959 *Education and the Development of the Papua and New Guinea Community*. Victorian Institute of Educational Research Bulletin 5, November.

HOOPER, J. and others

- 1932-36 *Five Papuan Junior Readers*. Written by Col. J. Hooper and C.L. Fox in collaboration with Miss G.M. Milne and the Rev. P. Chatterton (vols 1-3); by Col. Hooper (vols 4-5). Port Moresby: Territory of Papua Native Education. (Reprinted 1943, and again in 1950, 1954 as *English Readers*.)

JOHNSON, F.C.

- 1960 *Programme of Oral English Standard One*. Brisbane: Jacaranda Press.
- 1967 *The Role of English in Papua and New Guinea*. Port Moresby: University of Papua and New Guinea.
- 1973 *English as a Second Language: An Individualized Approach*. Milton, Qld: Jacaranda Press.

JOHNSON, F.C., general ed.

- 1972- *Jacaranda Individualized Language Arts Programme (J.I.L.A.P.)*. Milton, Qld: Jacaranda Press.

JOHNSON, R.K.

- 1970 'Problems Resulting from the Use of English as a Second Language Medium of Instruction'. *Kivung* 3/3:203-10.
- 1972a 'An Attempt to Establish Levels of Reading Difficulty in Terms of Syntactic Complexity'. *Kivung* 5/1:32-40.
- 1972b 'Take Care of the Sense and the Sounds Will Take Care of Themselves'. *Kivung* 5/3:164-83.
- 1972c 'A Report on Language Problems of Tertiary Level Students Using English as a Second Language in Papua New Guinea'. *Teaching Methods and Materials Centre Research Report* 19. Port Moresby: University of Papua New Guinea.
- 1974 'A Comparison of Syntactic Complexity in the Writing of First and Second Language Speakers of English at Upper Secondary and Tertiary Level of Education'. *Teaching Methods and Materials Centre Research Report* 26. Port Moresby: University of Papua New Guinea.

KIKI, A.M.

- 1968 *Kiki: Ten Thousand Years in a Lifetime*. Melbourne: Cheshire.

LEWIS, D.

- 1970 'Cumulative Inadequacy in Oral English Skills'. *Papua New Guinea Journal of Education* 6/4:10-15.

LONGMANS

- 195?- *Papua New Guinea English Course Readers*. (Various authors, e.g. Books 1 & 2: Mary Everson and D. Roper; Book 6: Michael West, H.R. Cheeseman and D. Roper). London: Longmans.

MacKENZIE, Geraldine

- 1951 *The First Australian's ... Books*. Series of six published under the auspices of the Presbyterian Church of Australia. Melbourne: Cheshire.

MAIR, Lucy P.

- 1948 *Australia in New Guinea*. London: Christophers.

MEERE, P.V.

- 1973 *The Education of Papuans and New Guineans as Teachers of English*. Mount Hagen: Holy Spirit Teachers' College.

NEW GUINEA

- 1960 *New Guinea Annual Report for 1959-60*. Canberra: Government Printer.

OGUNDIPE, P.A. and P.S. TREGIDGO

- 1965-66 *Practical English: A Comprehensive Secondary Course*. Books 1-5. London: Longmans. (Second edition 1971-72).

OXFORD UNIVERSITY PRESS

- 1951 *The Oxford English Course for Papua New Guinea*. Melbourne.

PAPUA

- 1940 *Papua Annual Report for 1939-40*. Canberra: Government Printer.

PAPUA NEW GUINEA: DEPARTMENT OF EDUCATION

- 1950 *Primary Syllabus*.
- 1954 *Syllabus for the Training of Native Teachers*.
- 1955 *Revised Primary Syllabus*.
- 1957 Circular Memorandum 93 of 22 November 1957.
- 1962 *Revised Primary 'T' School Syllabus*.

- 1967 *Secondary English Syllabus.*
- 1971a *Secondary English Syllabus Stage I.*
- 1971b *Secondary English Syllabus Handbook, vol.1.*
- 1972 *Circular Memorandum 18 August 1972.*
- 1973 *Secondary English Syllabus Stage II.*
- 1974 *Secondary English Syllabus Handbook, vol.2.*
- 1975 *Education Plan.*
- 1976a *Introduction to the Secondary English Syllabus.*
- 1976b *Trial Syllabus Secondary Form I, English Language Uses.*
- n.d. *English Teaching: An Introduction to the Teaching of English in the Territory of Papua and New Guinea.*
- n.d. *The Conduct and Content of English Retraining Courses.*

PAPUA NEW GUINEA: DEPARTMENT OF EDUCATION: CURRICULUM UNIT

- 1975 *English Newsletters.* An occasional publication.

PAPUA NEW GUINEA: DEPARTMENT OF EDUCATION: VISUAL AIDS SECTION

- 1957 *1st Picture Story Book.* Port Moresby: Government Printer.
- 1958 *Standard I Primer.* Port Moresby: Government Printer.
- 1959 *Standard I First Reader.* Port Moresby: Government Printer.
- n.d. *Pre-Reading and Pre-Writing Activity Booklet.* Duplicated.

PITTMAN, G.A.

- 1960 *Report on the Teaching of English in the Territory of Papua and New Guinea.* Nauru: Department of Education.

RILEY, P.M. and S.M. ARGENT

- 1972 'Effectiveness of Three Methods of Increasing Reading Rate and Comprehension'. *English in New Guinea* 9:36-46.

SAVILLE, W.J.V.

- 1928 *The Papuan School Reader*. Port Moresby: Territory of Papua Native Education.
- 1951 *English Reader Senior*. Sydney: Angus and Robertson. (A new edition of the above.)

UNIVERSITY OF PAPUA NEW GUINEA: TEACHING METHODS AND MATERIALS CENTRE
1969-73 *Annual Reports 1969-73*.

WEDGWOOD, Camilla H.

- 1945 Summary of Native Education in Papua. Typescript.
Department of Education Library, Port Moresby.

WINGFIELD, R.J., ed.

- 1972-75 *English in New Guinea*. Goroka Teachers' College. (Later *English in Papua New Guinea*.)

JOURNALS AND SERIES

Kovave: A Journal of New Guinea Literature. Milton, Qld: Jacaranda Press.

Minenda. Milton, Qld: Jacaranda Press.

New Guinea Writing now *Papua New Guinea Writing*.

The Pacific Series. Produced by Winsome Turvey, N. Walker, H. MacD. Bodman, A. Stephens, D. McRobbie, Claire Fowler, Beverley Rogers, and others. Melbourne: Oxford University Press.

Papua New Guinea Writing. Port Moresby: Literature Bureau, Office of Information; formerly *New Guinea Writing*. Port Moresby: Literature Bureau, Department of Information and Extension Services.

Papua Pocket Poets. Port Moresby: University Bookshop, University of Papua New Guinea.