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**Analysing Project Management *culture* and *practice* of public managers  
in Papua New Guinea  
A case study of the National AIDS Council Secretariat.**

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A thesis presented in the fulfilment of  
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in  
Development Studies  
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New Zealand

*By*

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## Abstract

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“Life is about managing the things that we tolerate. What are you no longer willing to tolerate? What is currently bad enough for your life that you are willing to let it go?” (DiPietro, 2008, p. 19).

This thesis analyses and explores the Culture and Practices of Public Managers involved in implementing projects in Papua New Guinea. Project Implementation is an integral part of the overall project management cycle that has received a great deal of attention as a major development problem. In order for us to gain an insight of the theme of the thesis, the National AIDS Council Secretariat (NACS) was selected as the site for this case study. To investigate ‘how things were done in NACS’, a variety of approaches were used to gauge the views, perceptions and experiences of programme and project managers in NACS, to help us understand the factors that affect staff practices.

Poor management practice and the lack of a sound management culture and work ethic in PNG, is often blamed for the break down in the state’s capacity to deliver public goods and services to its citizens. Performance culture and good practice by public managers employed in State Institutions to handle projects have regressed in the last three decades, and as a result, projects are seen as failing to meet the goals and objectives of the state. The research question which the case study had to answer was: “What is the nature of project management culture and practice among public sector managers in the National AIDS Council Secretariat? The study sought to investigate the extent to which the areas of command and control, project training, project knowledge and staff motivation were important integral managerial qualities in the attitudes and practice of public managers. The study showed that, of the four elements of managerial practices investigated, the inability of public managers to assume leadership, command and control and motivate their staff, were the most important elements missing among managers in NACS. Based on the findings and the evidence collected during the research, this thesis argues for substantial capacity building programmes to be designed and conducted around ‘programme and project management’ roles in state institutions and agencies in PNG, as the way to improve staff capabilities so as to enable project managers and their staff to efficiently implement projects.

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All the glory, honour and praise go to God, the Ever Living One, who gives me the grace to endure, and who showers me with blessings every day. He is the Almighty & Holy One, Jehovah, my pillar, my fortress, my stronghold & tower, the source of my strength. He is my very '*present help*' in my hour of need. Praise the Lord!

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# Chapter 1: Introduction

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## 1.1 Introduction and Theoretical Approach

The development approaches that dominate bureaucratic institutions today are mostly based on the economic growth mainstream development strategies of the 1950s and 1960s, which were very much founded on the top-down diffusion of development. Many economic proponents believe that transformation and growth, from one level to the next, can be achieved by a steadily executed and guided process, which will see the productive capacity of the economy increasing slowly over time. According to Lepenies (2008), any attempt for “transformation and growth has to be deliberate” (p.20) in order to make the neoclassical economic theory more realistic, rather than having it based on the “assumptions that allocation of scarce resources is best done by rational individuals” such as the “manager” or “the management” or “a power group” (p.20). However, Todaro (1994) has insisted that even in the modern economy today, the post-war influences of colonial legacy still has a considerable hold on the development efforts of developing countries. This is clearly evident since Third World countries continue to base their development strategies and design on the language and culture of the West. Typically, a market economy concept would propagate increased production, generate high incomes and consequently reduce poverty, thus improving a population’s status. Nevertheless, a great deal of work is required of governments to promote the interests of its citizens, particularly in Third World countries.

When commenting on organisational design, Armstrong (1993) stated that the typical, standard, top-down or bureaucratic approaches, found in public institutions are often criticised by development practitioners, who strongly contest that ethos derived from such models only promotes unfairness and gross abuse of power within those organisations that propagate it. On the other hand, development proponents are generally claiming that major development projects in developing countries often fails due to lack of knowledge and insights on the part of managers, relating to administration and suitable management

culture to implement projects. In many instances, this is connected with their inability to “lead, manage and motivate their project staff well” (Black, 1991; Friedmann, 1992). Frigenti & Comninou (2002) asserted that program and project teams, particularly in developing countries, are constantly faced with the “paradoxes of uncertainty about the processes and the business context in which they have to operate in” (p.60). Such situations become a real concern when state institutions are “irresponsibly careless or sluggish in administering public goods and services to its citizens” (p.60). There is no doubt that it is now widely expected that any public manager should remain focussed, efficient and be effective in what they do by adapting those culture, practices and devotions found in managers working in the private sector.

Although most of the managerial *functions and responsibilities* are quite similar in nature, in both the public and private sector, according to Massie (1987), the major difference lays in the area of their *goal or mission*. Private firms are motivated and driven by ‘profits’ whilst public institutions exist to administer the provisions of ‘goods and services’ to the public. Business firms have an advantage over public organisations, in that their goal is very specific and is measurable. For instance, a private institution ‘is there to make money’ and it is easy ‘to measure profits’, in terms of money. Public institutions, on the other hand, have to face generic phrases such as “reduce crime, improve public health” or “protect the country from internal and external threats” (Massie, 1987, p.240). Frequently, such goals are very broad statements and often are too vague and lack specific objectives. This makes it all the more difficult to measure their outputs. It could be argued that this may perhaps be the reason societal impacts of public programmes are becoming difficult to measure accurately: and even if they are measured, these impacts often have to be transformed into “easier-to-measure internal goals” (p.240). Therefore, when goals are vague, the measurement of a public institution’s *internal goals* becomes a poor substitute for the measurement of their impact on society.

Frigenti & Comninou (2002) argued that if public managers of state institutions are to succeed in what they do, they ought to identify needs, come to terms with the “business of project management” and be vigilant towards the “organisation’s vision” (p.5) in order to avoid low production, frustration and a lack of motivation in their employees. Accordingly, the writers maintained that, at the very least, it is not incorrect to believe that the struggles

of public servants to successfully implement and apply management culture and practice, clearly shows how projects are perceived and understood by project managers in public institutions. However, these writers were determined to see more “cohesive, loyal dedicated units operating; such as, those with correct role identity, those that are able to motivate workers to cooperate and interact well with each other” (p.61). They claim that project management practices have progressed with time, and in order to improve performance, a lot of focus is required in the quality of management practice itself. Today, ‘projects’ in public institutions are more and more being incorporated into the organisation’s business strategy as part of an overall goal or mission and therefore, state institutions and agencies are expected to adopt good project management culture and practices, which will lead to successful results. Yet, many still interpret projects as identifying tasks that are highly structured, and the type that intrinsically involves an engineering approach. This is not always true (Frigenti & Comminos, 2002, p.61).

Nonetheless, a project in the field of social sciences continues to provide a number of management questions with challenges that require programme, project and public policy managers to become more adept at managing the tasks, therefore, stressing the need for them to clearly understand the detailed aspects of project implementation. The primary mission of any public organisation including the state is to continually provide quality services to its people, through its agencies. Needless to say, high quality control measures, in project management work, have now become the most important part of development programs. Quality control ensures that the effectiveness of the entire project is responsive to the identified needs and priorities of the state towards the beneficiaries. Limerick and Cunnington (1990) stressed that the key to managing a network within an organisation, is through the process of continual learning of employees, in order that they learn to ‘handle’ themselves independently as autonomous units, and yet, are able to implement corporate projects. However, the writer maintains that, in order to achieve corporate objectives, there has to be efficient collaboration, coordination and continuous co-sharing of responsibilities and resources (taking place) with other sub-units within the organisation.

Given the dynamic nature of performance discipline and the growing interdisciplinary interest in organisational performance culture, the demand today is even greater for organisations to identify the factors that will help improve knowledge of project

management practice. Until the causes and effects of program and project disappointments are uncovered and understood, responsible project staff members in public institutions cannot be well supported, in order to help them overcome the difficulties they face. Their inability to clearly discern, and appropriately and successfully administer their responsibilities will still remain distorted, clouded or hidden. Such situations are common in developing countries. In Papua New Guinea, programme and project staffs in state institutions go through these situations. This was the primary reason for carrying out 'An analysis of the project management culture and practice of public managers in PNG' (which formed the title of this thesis) in order that factors or actors impinging negatively on a successful program outcome can be identified, and corrective measures put in place to deal with them.

## **1.2 Intention of the Study**

**T**his thesis seek to shed lights on such managerial traits as command & control (leadership), project training, project knowledge and staff motivation, and explores how these elements influence project implementation *culture* and *practice* of public managers of National AIDS Council Secretariat (NACS) in Papua New Guinea. A clear appreciation of the projects management culture and practice amongst the partners of NACS, the management teams and the project group is essential; most importantly, the ability of managers to control or influence project implementation instruments relevant to the project outcomes through power and/or leadership. Only when the strength, perceptions and ability of project managers to lead their teams, their leadership quality, and the level of knowledge of projects and/or their aspirations are analysed, the efforts of project staff cannot be fully appreciated.

It is necessary that a clear understanding of the managerial characteristics as knowledge, interests, position for or against their ability to implement projects are explored and accomplished (by the researcher) in order that the real issues facing the staff are recognised. An awareness of the actual ground situation is essentially necessary in this instance. Equally, it is important that the kind of interactions (that are taking place) amongst the project team members of NACS be probed in order to help the researcher

know if project management culture and practices are being utilised by managers that are leading the project teams. This includes the ways managers apply their knowledge to implement projects. The writer is convinced that only when this is done, will we be able to fully appreciate the difficulties, limits and constraints that are faced by project staff.

### **1.3 The Problem Situation**

**T**he negative impact of non-performance by public office holders employed in public institutions, particularly their inability to successfully manage projects, is drastically affecting even the very best initiatives in developing countries including PNG. It is worthwhile noting that under the “Paris Declaration on Aid Effectiveness and Development Effectiveness” (2005) much emphasis has been placed on existing governments to improve their ‘systems and processes’, and make better their ‘means’ of delivering services to the people. There are strong demands made on both the government and civil society groups in developing countries for greater accountability (to be seen occurring) at both the donor and recipient level. According to the ‘New Aid Paradigm’, developing countries are expected to take the lead in having their own development priorities defined, formulate own policies, and ensure that the capacity of their institutions are strengthened to administer the objectives of the government. However, increasingly, claims continue to come from discontented populations who are dissatisfied with the way things are done by either ‘a development agency, agents’ or the state itself, and would often demand urgent attention from the state to have those problem situations rectified.

Within the setting of the medium and long term development strategies, and/or the introduction of innovative technology aimed at increasing production and stimulate economic growth, which seek to enhance people’s living standards; there is an irony in that in many developing countries’, the pursuit of modern lifestyles is partly the cause for creating high expectations, inequality and poor living conditions. This has come about through the adoption of a stereotype development pattern taken from western countries, which in many cases, is life-threatening to communities in developing countries. The inevitable effects of social pressure (particularly in a growing economy of developing countries) have arisen out of external investor insistence to sell their product, unethical

practices of civil servants in government departments or state agencies who perform poorly; unlike of those working in the private sectors. The governments of many developing countries simply are not successfully managing well their scarce resources.

In PNG, it may appear as if sustainable socio-economic programmes and urban services are rarely well implemented. People living in the rural areas are still affected by non-delivery of government's goods and services. Low income dwellers, particularly those living in rural areas and urban settlements located in peri-urban township areas, who often would unofficially occupy land, are usually the ones inadequately catered for and affected. Often, these groups are neglected, and they are the people who are mostly left without any form of services from the state or municipal authorities. Delivery of public goods and services to outlying provinces and districts can be more challenging, particularly, if programme or project managers are unsure of their roles in overseeing the development or if they are not able to successfully utilise the financial assistance given to them by the donor development partners.

The country is still faced with much "incapacity predicaments" that are "evident and well entrenched in many public sectors, government institutions and agencies (NPO, 1998, p.2). 'Malpractices in NACS'. (2008, February, 27). The National daily News paper claimed that "performance management at all levels of governance is still very poor; and particularly; project management practice in Papua New Guinea was dwindling and development programs through project mode was way short of meeting the expected output capacity, hence, project management in PNG is viewed as a counterproductive exercise" (p.4). The paper argues that widespread impediments in the working environment continues to be wide-ranging in many areas, and professionals employed on jobs in the bureaucracy seem to have different priorities and attitudes than to their responsibilities and the tasks to which they are entrusted with (2008, February, 27). The National daily News paper.

Recent newspaper reports and commentaries have highlighted that the National AIDS Council Secretariat is facing a serious 'management crisis'. This claim was obvious (as indicated above) when the director and his senior executives were 'stood down' and investigated in early 2008, following a revelation of gross abuse of funds and resources occurring in the Secretariat. According to The National daily Newspaper article 'Closure

and Investigation of NACS' (2008, 16 February), the obvious management anomalies identified amongst others were: failure to coordinate, misappropriation of funds, transport and IT including inappropriate usage of internet facilities, and poor planning leading to the unwarranted assumption that 'integration and coordination of project activities can be achieved even without planning'.

The investigation carried out by the National Health Department (state authority) clearly indicated "the top and executive management team was either unable or unwilling to recognise that there were problems in the organisation, and assert control" (p.16). Such statements imply that management decisions on project "priorities and administrative directions are left unchecked, and many decisions of junior sub-project line managers, supervisors or project staff were executed without little or no consultation taking place with those occupying top management positions" (p.16). This showed the possibility of a lack of integration and evidence of a disregard for any coordination and control. It may also imply that response activities of NACS increasingly resemble a series of un-associated small projects.

Given such a weak institutional set-up and lack of management skills, remote functional teams often operate almost independently on project work and staffs do not work well with sections other than their own. This appears to indicate that there is a need to review the impacts of in-consistent management practices in public offices 'to bring to light' the situation such as that in NACS. Therefore, there is need for clearer understanding of project management culture and practices of programme and project managers in public sectors in PNG.

In order that these issues are addressed, the main research question was:

*"What is the nature of project management culture and practice among public sector managers in the National AIDS Council Secretariat?"*

As investigating all aspects of Project Management culture and practice in PNG would be too large, as well as being too broad and/or also generalised. The study particularly considered four elements of project management: leadership (command and control),

project training, project knowledge and motivation. Within this context, several subsidiary questions arise:

- What is the nature of, and constraints on, leadership within the PNG public service?
- What are the effect of, and the aspiration for, Project Management training among managers in the PNG public service?
- What are the factors that increase or decrease motivation of project members in the PNG public service? and
- What can be done to increase the effectiveness of project managers within the PNG public service?

#### **1.4 Significance of the Study**

Any framework that accentuates delivery of public goods and services, and which promises to integrate the differing contributions and varying roles performed by line managers in public office, is worthy of pursuit. An enquiry into the constraints relating to project management culture normally faced by the project staff members was necessary in this case; in order to help us appreciate how these constraints limit the ability of project staff to deliver what they regard as successful outcomes.

The factors which block successful project outcomes in state institutions can best be identified through an intimate, close-up study of the *culture* and *practices* of managers in those state institutions. This is the reason this research study was carried out on such managerial traits as command & control, project training, project knowledge and staff motivation amongst public managers of NACS in Papua New Guinea. This thesis seeks to provide useful insights into the area of programme and project management practices of the members of NACS, who shared their experiences in providing the researcher ‘the inside story’ of how projects were implemented in that organisation. Even if this findings should prove not to have any universal application, it is believed the sharing of experiences described by the programme/project managers in this case study, will positively add value to an awareness of the implications, and as a result, offer insight for quality implementation of projects in the future. Also significant in terms of this topic is that over the last two

decades, little if any specific or detailed scholarly study has been undertaken into program and project management culture and practice in Papua New Guinea. As such, the information documented in this dissertation can perhaps be a starting point for further research in PNG.

## **1.5 The Thesis Outline**

**T**he thesis encompasses six chapters. In Chapter One, the research problem forming the theme of this thesis has been introduced in order to provide a broader overview of the significance of the research topic. The introductory segment has presented the research aims, the research questions, and lays down the foundation and tone of the thesis.

In Chapter Two, discussion is presented on the literature currently available on the aspects of project management culture and practices of current public office holders. Each component of the research topic is clearly defined and explained in parts. The discussions presented in this chapter focus around the ‘concept of project and project management practice’, particularly those approaches that are adopted and largely used by the state and/or its agencies, in order to achieve development objectives in PNG.

The third chapter explains how the field survey was carried out and discusses the research design, the methods used and provides the rationale for this approach. The chapter clearly spells out the overall behaviours of respondents / participants (as encountered), at the sites that were visited, and concentrates on the *case study* approach. It also provides details to the sampling units of analysis used which includes the human and ethical consideration for accessing organisations and participants. Descriptions are also given here on the use of structured interviews, observations and informal conversations held with the subjects during the field research work in Port Moresby.

Chapter Four provides an overview of project management work in PNG and deals with the development management issues related to programmes and activities undertaken by the state. It also discusses the socio-cultural perspective and the government’s position on common issues and problems relating to the work environment. Factors relating to the

constraints which prevent successful policy implementation in PNG are also presented. In this chapter, some reflections are provided on how project management approaches contribute to development and nation building. The chapter concludes by providing some background information on the National AIDS Council Secretariat, and discusses the roles of the organisation, its characteristics, as well as the rationale for establishing it.

Chapter Five is dedicated to reviewing, analysing and describing the research findings from the case study. It provides a comprehensive description on the 'results' of current practices, culture, perceptions and experiences that underpin certain aspects of a project managers' performance in NACS. The descriptions provided are based on the interviews held with staff members of the project teams in NACS, who discussed their viewpoint and shared their experiences about project implementation work in that organisation. In Chapter Six, the key discussions, conclusions and implications of the study are reflected on. The chapter provides a general discussion on issues arising out of the research topic, the overall conduct of the research itself, the methodology used, and the analysis of the findings. The views and opinions of the researcher are also presented in this chapter.

It is my belief that any assessment made on developmental approaches must encompass a critical evaluation of the bureaucracy, the administrative system, the social structure, plus the management system that embraces it. If this is undertaken simultaneously, it might present an articulate picture of the situation, although this is may not be the focus of this thesis paper, it is worth mentioning. Undoubtedly, any form of 'strain' (either internally or externally) placed upon the administrative system and/or its processes and protocols can have direct impact on the outcome. However in the final chapter, this dissertation will give attention to some of these aspects.

## Chapter 2: Literature Review

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### 2.1 Introduction

The literature on projects, project management, project implementation and management culture has proliferated in the business and academic circles in recent years. Virtually every recent article on project management provides many discussions on the reasons why the implementation of projects falls short of achieving their intentions. Hughes (1990) asserted that the bulk of project failures are attributable to poor project management practice. In his article Hughes argued that “most project failure occurs because the basic and obvious principles of management are ignored and not because failure is in a complex (technical) area” (pp.14-18). This argument reinforces the view that project failures have more to do with project staff, than with technical competence. According to Young (1998), Munns & Bjeirmi (1996), the writers are saying that the reasons for such occurrences, typically rest on the project manager who often lacks the expert knowledge in the areas of; business management experience, Human Resources management skills; the use of simple methodologies and approaches to projects when flexibility and simplicity are required; and the ability to utilise software packages as tools for managing projects.

Saunders (1997) contributed to the literature by adding another long list of potential areas of weakness including: unsatisfactory planning; a weak business case; lack of top senior management involvement and support; ignorance of good practices and organisational culture; ad hoc project selection and prioritisation; lack of emphasis on cross-functional coordination; lack of upper management interface with project managers; the inability of the project support office to coordinate the project; project manager career paths; and the learning organisation. A number of these themes in the literature provide a valuable starting point for this dissertation.

In Papua New Guinea, the need for trained employees and managers (employed in public sector institutions) to competently ‘administer’ and successfully execute their tasks and

responsibilities is becoming very apparent and rising (Turner, 1996, p.4). Managers and supervisors are required to constantly monitor the performance of their employees and carry out periodic appraisals of their staff at frequent intervals. There is a need for project staff members to 'improve on the level of performance' in order that they become effective in what they do, so that the organisations they are working for can benefit from their improved input. The only way an organisation can function and effectively meet the needs of the people it is there to provide (goods and services to), is to serve them well (Turner, 1996, p.4). Organisations are judged as successful or unsuccessful in this way (Armstrong, 2000; Armstrong & Baron, 2005; London, 2003). Since a great deal of literature on project management and project implementation are emphasising the need for many radical changes in the areas of practice, structure, strategy and culture of the organisation, the chapter will focus on these aspects, in the context of project implementation.

This chapter will reflect on some of the literature that is available on the subject of 'practices' of project management and/or project implementation by exploring and taking into consideration the experiences, findings and suggestions of those development practitioners and writers on the aspects of project management culture and practices in general. The articles on the concepts of project management experiences by development practitioners will then be examined and discussions held around the writings of these people, thereby relating their views with the standard of practice in PNG, particularly those tradition and culture that resolve around project implementation and the impact it has on the management of projects. The chapter will begin by considering each (individual) part of the overall research topic, and systematically offer a definition of each aspect of these elements.

## **2.2 Definitions of key elements used in the research topic**

**G**iven the specific nature of this dissertation, a clear insight into each of the key elements or the major themes that makes up the thesis topic is necessary; in order to ensure all the components appearing in the topic are given appropriate attention. To do so, each element of the topic will be pulled apart and covered separately. The major terms running through the thesis topic include 'project', 'project management', 'management', 'manager' and

‘organisational culture’ and ‘practice’. By matching it with that of the research question, furnishing a definition on each of the theme appears to be the appropriate thing to do in this literature review in order to provide clarity, insight and comprehension of the thesis topic as possible. The first element in the topic to be considered is *project*: What is a project?

### **2.2.1 A Project – What is it?**

Young (1998) stated clearly that a project is special because of its very nature. It is perceived by him as an activity outside normal operations. He then goes on and provide a definition of project as “*a collection of linked activities carried out in an organised manner with a clearly defined start point and finish point, to achieve a particular aim or specific results that satisfy the needs of an organisation as derived from the current business plan*” (p.16). A project is viewed by many as a transitory venture (not infinite or continuous) undertaken to create a unique product or service. Projects are critical components in any business strategy or settings, in that, through this *means*, organisations can meet their specific ‘business’ outcomes. Frigenti & Comminos (2002) asserted that *projects* exist in every sphere of life and they can be found in business, markets and industry: They also come in a myriad of types, sizes and complexities.

Finding a definition that encompasses all types of projects has occupied the minds of practitioners and academics. There can be small initiatives, such as weddings, fishing trip, parties, fundraising drives, through to medium size initiatives, such as advertising, campaigns, capital acquisitions, building bridges, and road construction and continuing through to mega-projects, such as the NASA space station programme, hydro-electric dams and military campaigns. As established by Young (1998) project accounts for a short-lived process, with a clearly defined start and finish time, a set of tasks, and a budget, that is developed to solve a well defined goal or objective.

The PMI Standard Committee (1996) defined *a project* in terms of its distinctive characteristics: It is seen as a temporary activity undertaken to “create an only one of its kind or unique product or service” (p.2). The uniqueness of a project is easier to define since the words *results* and *outcome* are ‘attached’ to such uniqueness and therefore it can

provide a wider definition than just focusing on creating a product. The following characteristics are found in the uniqueness of a project: the purpose is readily defined; the tasks cannot be repeated in the same way with the same people; it is focussed on the client and customer expectations; it has a collective group of activities which contribute to the same result; it is frequently complex because the work involves people in different departments; it challenges traditional lines of authority with perceived threats to the status quo; it involves risks at every step of the process, which the manager, as a leader has to take command, control and manage the process through, in order to maintain the focus towards the expected outcomes (Meredith, 2006, pp.19-20). From such a definition as this, it can be concluded that a project is unique and it is a one-off activity that is finite, complex and dynamic and it may have different owners, site conditions and also different constraints to that of normal operational activities.

Meredith (2006) maintains “a project can be seen as a package implemented to achieve an intention that has been precisely designated beforehand, and is a part of an overarching programme. Projects are perhaps typically initiated to ‘address’ a situation, an environment and/or people’s behavior to it, or to meet a set of attitudes from an initial state to an improved future situation” (pp.19-20). Chambers (1974) commented that the term project is used to refer to “a set of organized development initiatives confined to, or considered in relation to a low-level administrative or geographical area” (p.13). Whatever the reasons might be, in order to achieve any projected objectives, strategies have to be developed and formulated, with clearly identified activities and expected results. Strategies have to be then integrated with the budgeted funds and human resources. Most importantly, the achievement of any project’s objectives involves an efficient manager, who has good leadership responsibility with adequate project training, who is knowledgeable, and is capable of motivating, inspire and lead his/her project team towards the results and make it happen. Therefore, projects can operate in a variety of ways. However, there is an irony in this situation, in that successful and satisfying end results are usually the result of good project management skills and quality leadership. The next section will consider and discuss aspects of *project management*: What is project management?

### 2.2.2 Project Management

The issue of project management is a distinct function from that of the project per se, since the term ‘project management process’ generally provides a description of a process that is applicable to all projects. It refers to the science of management, and includes the methods that are employed by a project manager at every stage, when a project is being implemented. The application of the project management process, across the project life cycle, is actually the main challenge faced by project managers and/or project teams, everywhere (Frigenti & Comninos, 2002, pp.31-32). The term ‘*project management*’ generally has to do with a manager who is connected with the art of “the application of knowledge, skills, tools and techniques into project activities to meet or exceed clients’ needs and expectations derived from a project” (Frigenti & Comninos, 2002, p.40). On the other hand, Mayors (1999) viewed project management as “a set of activities that are managed with a particular goal ... that which has a set of constraints around time and resources, and of which the tasks are linked together with specified measurable outputs”... and “the line of work involves understanding, skills, tools and techniques to implement projected set of activities” (p.5). No doubt, as expressed above, knowledge (knowing what to do), is essentially important in project works. Knowledge is one of the four elements taken into account in this study. Therefore, it is highly desirable that project managers are knowledgeable in the art of managing projects.

Almost all the writers are expressing project management as being the subset of a wider context of the project; yet the management techniques used by project staff members are important during project implementation because these techniques contribute towards the overall outcome of the project. The role of managing projects is conveyed by a process involving dynamic utilisation of appropriated resources of an organisation in a controlled and structured manner in order to achieve specific strategic needs. Administration of projects normally includes the managerial roles of leading, directing of activities, and motivating subordinates to get things done. These functions are vitally important, in order that projects do succeed. Armstrong (1993) contributed to the discussion and stated, “project management is about deciding what to do and getting things done through people by deploying resources such as knowledge, finance, materials, plant, and equipments

through the nature of managerial work comprising four functions of planning, organising, directing and controlling” (p.50). However, this makes it all the more imperative that the inclusion of the aspects of leadership (command and control), project training, project knowledge and motivation are equally essential when discussing project management. In a way, a great deal of the above facets of management functions, makes up the dimensions of project management.

According to the National Planning Office (1998), in Papua New Guinea, the number of project ‘failures’, the dire management cultures, the instances of non-compliant and the number of uncompleted projects have risen over the last decade. Such situations are becoming a real challenge to the government’s commitment to nation building. Typically, and in the context of project management practice in PNG, very few managerial roles (identified by Frigenti & Comminos above), are put to good use by project managers or their staff members. Their attitudes and performance towards project implementation, to a great degree, is still ‘sluggish’ (GoPNG, 2005, p.5). According to the National Planning Office (1998) annual report, “convergences of important sectors such as Economic, Infrastructure, the Social institutions, Provinces, Administration, and Law and Order in the country have not been able to yield their full potential in meeting the set national goals and objectives” (p.2). This report highlights that many identified “projects are not managed and implemented well by project managers working in government departments” (p.2). The report plainly brings to light the position PNG has placed itself in as “the country that is faced with a great many incapacity predicaments” that are ... “very well entrenched and embraced” (p.3) in many levels of the public sector, government institutions and public agencies.

The literature on project management in rural development outreach programmes in PNG [for example, Kerzner (1989), Duncan and Gorsha (1993)] emphasises the importance of applying the correct management techniques (by government extension officers) to achieve project objectives. They are arguing that successful executions of techniques are essential to a successful project outcome. Duncan and Gorsha (1993) stressed that correct applications of the *art* of project management are very rudimental and necessary in order for any project to succeed. Such measures are often (easily) over-looked by planners during the initial planning stage. The writers indicated that problems perhaps occur as a result of

under-costing during planning, or overspending and late delivery. On the other hand, Avots (1999) suggested that all these can be avoided by paying careful attention to the project management factors which bring about failure, and suggested that attention to project planning in Papua New Guinea be given priority, in order to overcome these problems.

Good quality project implementation practice is certainly an essential element missing in the PNG public sector. Such elements (in their programmes) are deficient or, if any exist, (they) are probably very shallow. These shortfalls are compounded by the fact that many programmes do not have monitoring and evaluation components built into them. Often public programmes would not be monitored and evaluated, thereby allowing a lack of care and/or attention to permeate into the project. NPO (1998) described the “management culture in the PNG’s public sector such as government departments, state agencies, the national, provincial and district levels as “poor” (p.4); particularly, the ‘sharpness’ in the degree of project management practice was dwindling, and programme implementation was now seen as a counterproductive exercise” (p.4). It also argued that public policy managers, in the bureaucracy, seem to have different priorities and attitudes to those higher level managers or people under them, to whom they are entrusted and assigned to perform.

Project management skills calls for the need to focus on leadership, teamwork, and human relations skills. It is therefore important that project managers and members of the project team are knowledgeable in the art of managing project; have the necessary training; are able to motivate their staff; and competently command, take control and lead their team. These four elements are central to effective project management and importantly, are able to being investigated empirically.

In a project management setting and practice; the ability to take the lead, command and control the efforts of the members of the project team by managers, becomes essentially important. According to Armstrong (1993) managers, apart from their roles based on the classical process of planning, organizing, directing and controlling; are, however also seen as leaders, when they are ‘appointed’ into a position of command. Therefore, managers (as leaders) are expected to supervise and guide the efforts of their staff. Within their line of duties, managers are there to “achieve a task with the help of the group and maintain effective relationship between themselves, the group and the individuals in it” – “effective,

in this sense, refers to the leader who is able to create an environment conducive to achieving the task” (p.192). The manner in which managers exercise their leadership style is also important. Through their style of leadership, managers implement their leadership roles which characterise their approach to managing people (Armstrong, 1993, p.192).

Training, according to Armstrong (1993) is also an important process that enables development of a person’s integral capacity to take place. Through this process, a person’s behaviour is modified through learning, “which occur as a result of education, instruction, development and planned experience of a person” (p.414). Training exposes and helps shapes attitude, knowledge and skill behaviour through learning in order that a person carries out his/her tasks or performs competently, in any practical settings. It is the most appropriate method used to allow a person to acquire the skills, knowledge and attitudes needed to carry out the task effectively. Importantly, skill training can be tailored to meet a certain need. The training needs of the workforce in any organisation such as NACS has to be identified and developed towards what the worker need to have, in order to do, what is expected of him/her, if results are to be achieved.

The significance of having knowledgeable people doing the job in an organisation cannot be discounted. According to Massie (1987) knowledge is relative of “what the worker needs to know” (p.24). It may be professional, technical or commercial. It may be about the procedures to be followed; the client; colleagues and subordinate in contact with; the factors that affect behaviours; even may be about the problems that occur and how they should be dealt with (Armstrong, 1993, p.432). Organisations everywhere are looking for “knowledgeable workers and need to continue to invest in developing the knowledge base of its workers” (Massie, 1987, p.24)

Regardless of the above, the way workers conduct themselves at work depends very much on the level of motivation the employing organisation offers. Importantly, this requires assessment of how, in the light of their personal characteristics, the situation or environment in which they work and how they adjust to their roles at work. This assessment also needs to take into account any efforts made by the organisation to increase motivation and commitment and to provide a good working environment. Motivation, according to Massie (1987) is “defined by goal-directed behaviour, anchored on the need

that operate within an individual and the goals in the environment towards or away from which the individual moves” (p.26). Requirements for job satisfaction and motivation among other things may include “...consideration; participative supervision and a reasonable degree of social interaction among colleagues at work” (p.179). The overriding consideration in motivation is that individual members of an organisation are willing to accept organisation membership when their activity in an organisation contributes directly or indirectly to their personal goals (Armstrong, 1993, p.178). There are clear relationships between performance and satisfaction. Understanding the ‘art’ of motivation and its benefits involve appreciation for the workers and the environment in which they are working in.

### **2.2.3 Management Culture**

The emergence of management, as a distinct and identifiable activity, has had an important impact on societies and organisations, within which it has developed. Management initially grew as part of an economic system, which allocated resources of land, labour and capital, in a particular way, in order to maximise material returns and thus satisfy the wants of human beings. Although, its primary orientation is still economic, it has now become a social institution. Management decisions and actions, arising out of command and control roles, have widespread impact on other social institutions and outcomes. Frequently, management is responsible for making the type of decisions which involve moral issues and therefore, must adapt themselves to the social forces that affect these decisions.

In expressing his view, Massie (1987) argued that, in any situation, management is normally confronted with two general types of propositions: those of a *factual nature*, which accurately describe the observable world; and those of an *ethical nature*, which asserts that one course of action is better than another. According to these classifications, a *factual proposition* can be tested and proved to be *true* or *false*, but an *ethical proposition* can only be asserted to be *good* or *bad*.

A 'value systems' can be constructed only if we assume what is 'good': for example, one school of thought might assume that 'happiness' is an ultimate good, and the other school might assume that custom and tradition determine what is 'right'. However, in an organisational setting, the reality is that the manager is often challenged to meet problems, which involve varying mixtures of factual and ethical elements. Massie (1987) cautioned that managers are to be weary of their moral obligations towards their fellow workers and the organisations in which they work for, so that they (managers) are not seen to be controlled or governed by just mere beliefs or feelings of what is right or wrong; rather, and regardless of self-interest or immediate consequences of a decision to do or not to do, specific things under particular conditions, managers are to make decisions "by giving careful considerations of every factor that arises before them" (p.33). The irony concerning moral propositions is that varying standards may be used to judge 'generally accepted' virtues of individuals in organisations. Managers often have to face such typical moral dilemmas in their daily decisions and actions.

When referring to a 'working culture' in an organisational setting, Armstrong (1993) wrote that "corporate culture" (p.198) is a key element in the achievement of any organisation's mission and strategies. This is equally important for improving organisational effectiveness and managing change, but is not always easy to identify. The writer argues, the term *corporate culture* means "the pattern of shared beliefs, attitudes, assumptions and values" (p.198) which the organisation has that "... shapes the way people act and interact and often strongly influence the way things are done" (p.198). However, corporate culture can work successfully for an organisation, by creating an environment that is conducive to performance improvement and the management of change. The writer went on to affirm that culture which manifests in norms and values, can largely determine organisational behaviour – '*the way things are done around here*' (p.198). On the negative side, it can work against an organisation, (when the norms are not followed or are abused) by erecting barriers which then prevent the attainment of corporate strategies.

The use of the term '*culture*', in the context of managerial discourse and practices, can be correlated with Human Resource Management and its related responsibility. Culture represents important relationships that exist within an organisation, and it certainly has a considerable bearing on an organisation's design and effectiveness. A special correlation

links culture and performance in the sense that staff motivation can improve or worsen the rate of productivity. Culture can become stable and difficult to change (in a sense), because it represents the accumulated learning of a group in: their way of thinking, feeling and perceiving and the environment that has developed around the group, over a period of time – to what they are at the present time. Important parts of culture can be essentially invisible to those people within the culture and it can be seen as the ‘shared mental model’ that members of an organisation hold - and even take for granted. However, a strong point of one tradition can possess a clear influence over the corporate culture.

In the PNG context, one cultural factor that is firmly held by many people (and which has a great deal of influence on corporate performance culture) is called the “*wantok*” system, a form of ‘localised social capital’ which connects people to others, outside of their immediate group. Moser (1996) discovered that social capital (in the form of reciprocal relationship and social network) holds a fundamental role in eliminating vulnerability and it is an avenue for the expansion of opportunities. The ‘*wantok*’ system, as identified by Kavanamur (2003), Payani (2000), Mana (1999) and Kepui (1996), involves a cultural element that is widely embraced and practiced at all levels of the government and the private sector in PNG. The term ‘*wantok*’ literally translated from ‘Pidgin’ (one of the two common languages spoken widely in Papua New Guinea) translates as ‘*one talk*’ (same language), although in reality its definition can encompass a wider scope.

Wantok is a term used to denote anyone and everyone from the same family group, community, province, interest group or affiliates, or anyone who is a close friend, or even sometimes not so close a friend. It takes on special significance in the PNG context, when the *wantok* System is talked about, referred to or even applied, in the areas of public administration and entrepreneurial culture and practice. This essentially means that people are obligated to help out their wantoks if they are in need, even if it means that in doing so they are taking measures that are contrary to the standing norms, values and ethical principles of the organisation. Mana (1999) highlighted the fact that that the *wantok* system, as the social bonds of tribal loyalty and kinship inherent in Papua New Guinea culture, has made its way into the management of public resources and other functions of the public administrative system. He added that the *wantok* system is “a classical example of practices of a culture that is not acceptable to good management practices in today’s

contemporary world; particularly in public organisations; because it involves doing favours for friends and mates, and therefore, promotes biases and nepotism, and is a corrupt way of doing things” (p.6).

It is clear that the *wantok* system is responsible for promoting corrupt practices in public institutions, the breakdown of work ethics and non compliance to correct process and procedures, which contradicts the government’s ‘Standing Orders’ (the General Order), and therefore, it can have many unhelpful effects on the efficient functioning of the public service machinery. As a citizen, it is my strong belief that, in the Papua New Guinean public service and elsewhere, the *wantok* system culture’ is a type of system which is very weak in disposition. It actually appears to me to be very strong and means people/staff can be easily influenced by ‘outside’ pressure. It is very much innate to the society and it is one of the key factors which inhibit the ability of individual managers, or management generally, to review and facilitate changes in the culture and practices of their organisation.

Most of the country’s different cultures were inherited from different tribal groupings that developed in the country over the past 60,000 years. This diversity is reflected by the 815 different languages, which are currently upheld and spoken by the various lingo-fracas groups and tribes in the country. Many of the traditional practices and values are still being practised today. Despite the influence and modified teachings of Christianity, the introduction of Western culture, which began in the nineteenth century when the early missionaries first arrived in Papua New Guinea, many of the ‘old ways’ including the basis of the *wantok* system culture have stayed the same.

#### **2.2.4 Organisational Culture**

**I**n the search to consider integrating functions and roles by developing the ‘principle of supporting relationship’, Argyris (1991) an advocate of the behavioural science movement, believes that organisational designs can contribute positively to a conducive work environment in any organisation when individual employees themselves are allowed to confidently set their own goals and then deciding on how these goals are to be achieved. The same writer continues “this can be enhanced by managers with good leadership

capacity to command, control and lead the team forward with adequate supervision and keeping the team motivated” (p. 9). The aspect of motivation is essentially an important element needed for building interactions and teamwork among workers, particularly, if the staff comes from different tribes with varied cultural background such as that evident in NACS. In support of this view, social psychologists Mayo and Whyte (1998), backed by Brown (1990), argued that if the unit of observation comprises of a group, rather than one individual; the group dynamic will have a great deal more potential impact on the ‘shaping process’ (patterns of behaviour), than that of any individual person alone. Bales (1990) supported this view and stated that group interaction certainly plays an important part in problem solving, and can definitely help develop certain behavioural patterns, which are predictable. For instance, in the case of project implementation, the related activities of project management such as supervision, scheduling, staff allocation and task coordination can be allocated to project staff members to control and administer.

The research component (and the writing of this thesis) presupposes that the cultural changes certainly hold a great deal of influence over employees’ commitment, empowerment, teamwork, leadership (command and control), and the style of decision making. Meredith (2006) argued for good and strong leadership “as leaders, managers are to devote their time purposefully to review progress and staff attitude towards work, be flexible, become good listeners and mentors” (p.10). Such factors play a significant part in the successful implementation of projects. Nadler & Tushman (1980), nevertheless, are arguing that managers are required to understand the patterns of behaviour, which are occurring (at the workplace) and be able to predict in what direction the behaviour will move (particularly, in the light of managerial action), and thus use his/her knowledge to control behaviour, over the course of time. Effective managerial action requires a manager to be able to diagnose and pinpoint patterns of behaviour, within which system he/she is embedded and working. Needless, it is fitting to say, an organisation’s culture is vital, as much as it is relevant to managers, because of the substantial levels of constraints it imposes upon them in what they can and cannot do.

## **2.3 Manager and Management**

**E**ssentially, a manager plays an important part in an organisation. This is because when he or she assume the role of a manager, he/she is also seen as a leader in that organisation. In taking the lead in managing his/her team of subordinates, the manager (also as leader) administers the 'affairs' of his/her section on a daily basis. It is notable that managers not only use subordinate staff members to 'do things', but, in addition draws on the skills of 'other people' as well to 'get things done', even if it means that the manager has to be involved him/herself. However, managers exist to get results by dealing with events and eventualities. Frequently they have to rely on their own resources to do things, through experience, know-how, skills and most importantly, time – all of which factors have to be deployed in directing and motivating workers and understanding situations and issues, analysing problems, making decision and taking direct action (by themselves or) through other people (Armstrong, 1993, pp.50-51).

The manager can be a generalist who administers activities for which the personnel department is responsible for, in areas such as recruitment, guidance, pay administration, health and safety and record keeping, or is a specialist, who manages specific activities of his/her team. Managers play an innovative role by formulating strategies and plans, and proposing new policies techniques and procedures. They are required to be proactive in anticipating problems and exploit available opportunities for solving problems relating to project implementation, corporate issues and human resources strategies, handling of disputes, grievances and disagreements in consultation with colleagues and superiors. Managers are expected to use their skills to define the nature of the problem(s) facing them, conceptualise problematic situations and be aware of the need for improvement, deciding on a course of action to take, and make recommendations, having weighed up the relative merits of a number of alternatives (Armstrong, 1993, p.106). Burgoyne (1993) has suggested that managerial work is always evolving between order and chaos, between what has not been done and what has already been done. Many of these factors are very obvious and were clearly evident during the study survey carried out in NACS, particularly the facets of command and control (leadership), as discussed in Chapter 5.

The activities of managers are characterised by brevity, variety and fragmentation and even interruption to his work. Being conditioned by their workload, they can develop an appreciation of the opportunity cost of their own time and live continuously with an awareness of what else might be done at any time. The manager gravitates to the more active elements of his world – “the current, the specific, the well defined and the non-routine activities” (Armstrong, 1993, p.52). Managers frequently carry out important functions in the workplaces, and play a very important crucial role as a leader. They are time and again the people who are left to enact a *role*, in order to deal with a rising situation by understanding his/her staff, dealing with the issues that affects them and motivating them along. Often they are required to adapt a suitable responsive role in order to perform effectively in any given situation. Managers, in public organisations hold responsible positions and deal with any rising situation(s), in accordance with set guidelines, and are expected to be trustworthy in their roles. This statement implies that people are the most important resources available to managers who have the responsibility of overseeing them. Boddy & Gunson (1998) argue that it is through this (human) resource that all the other resources – knowledge, finance, plant, materials and equipments etc – are administered. Over the years, approaches to develop management abilities have included learning programmes’ aimed at offering managers a broader understanding of the wider strategic issues.

Some writers have taken the view that creating a distinct specialism of management is an inevitable consequence of the expansion of the organisation’s role. Drucker (1995) viewed the practices of management involves technical activity, and becomes more pronounced as organisations themselves become larger and more complex. This view is perhaps reflected in political assertions as the ‘rights’ of management to manage. Nevertheless, there are other writers who disagree with such views and argue that separation of the management process from the work itself is not inevitable. Barnard (1988) and Fayol (1989), for instance, point out the uncertainty of such division. Barnard argues that, whilst executive work is distinct, there are needs for undertaking technical responsibilities within an organisation. Fayol (1989), on the other hand, makes it clear that “management...is neither an exclusive privilege nor is a particular responsibility of the head of an institution, rather is an activity, spread like all other activities between the Chief Executive Officer, branch heads, line managers and staff of an entire outfit” (p.6).

In today's management practice, many institutions are accepting the fact that there is no final demarcation of roles between managers and non-managers (and even if the division is present, the situation is rapidly changing). Nevertheless, but obviously, and no doubt, there is commonality in what most managers' face and do. Often, every manager is faced with a unique set of situations, distinctive groups, stakeholders and uncertainties. Management practice is but an expression of human effort to shape and direct the organisation, in order to achieve its mission. The next part of the discussions will reflect around this issue.

### **2.3.1 Management Practice**

**M**anagement, as described earlier, implies 'getting things done through people'. This makes management practice, a more purposeful activity. Components of management include the concepts of management that are concerned with dealing with the end results, as well as achieving them. This involves motivating the workers and leading them towards the results. Correctly, this describes and emphasis that people are the most important resource available to managers. It is through people that other resources are managed. Attempts have been made to define the nature of managerial work. Typically, what a manager does (practices) is written into the manager's 'term of reference', that forms the framework of managerial responsibilities. A manager can go a long way by motivating his workers and getting them to stay focus. Through his/her role also as a leader, he/she assimilate command and directly instruct and control the efforts of his/her staff. By improving the quality of working life of his/her staff, a manager can improve motivation to get better results. According to Armstrong & Stephens (2005), motivation is an important element, and is highly likely when a clearly perceived and usable "relation exists between, performance, outcome and reward. The needs of each individual rewards are proportionate to their security, social esteem, autonomy and self-actualisation" (p.162). The views shared by these writers clearly implies that, people are primarily motivated by financial reward; and managers should recommend such incentives when due. Nadler & Tushman (1980) are further arguing that management practice is literally a creative activity, and like any creative activity, its successful execution takes the organisation forward and into the future. "A management philosophy aimed at eliciting employee commitment will go a long way to enhance performance" (p.25). Borren (1995), a management practitioner himself, states

that a manager would view management practice as denoting specific types of behaviours a manager may have, that involves managing complexity by preparation and directing efforts of staff with the results in mind. He goes on to say “a manager is someone, who at all times, is involved in a continual cycle of activities, given the variety of situations they have to face up to. They are often engaged in an ongoing *balancing act*, in order to satisfy the different needs of the organisation and the stakeholders, by moving aspects of the organisation forward. Managers would do well in their roles, if they possess good leadership abilities, and can perform at a higher level, and have the ability to lead and motivate their staff” (p.25).

## **2.4 Conclusion**

**T**his Chapter has sought to shed lights on such managerial traits as command & control, project training, project knowledge and staff motivation by systematically defining each elements of the research topic, matching it with that of the research question and explored how those elements influence project implementation *culture* and *practice* of public managers of NACS in Papua New Guinea. An important distinction of a project as show in the discussions relates to the selection of a group of tasks, which, when implemented, brings about benefits to the organisation and the public at large.

The above deliberations also show that the reality of the manager’s ability to perform his/her job is often challenged by problems relating to varying mixtures of factual and ethical elements. Managers typically have to face a great deal of dilemmas (in their situations) in the line of duties, and are held accountable for making decisions, despite the social forces that affects it. Suitable organisational culture is the key to achieving any mission and strategies. The use of the term *culture*, in the context of managerial discourse and practices are normally correlated with Human Resource Management. The manager is often responsible to maintain good communication between existing line and relationships. Culture, no doubt, has considerable bearing on any organisation’s design and effectiveness, (particularly public organisations) because of the special connection there is between staff motivation and performance. It is true to say that ‘group’ culture can become embedded in public organisations making ‘normal ways of doing things’ difficult to change, because it

represents the accumulated custom of the group that embraces it. It can become a 'leverage' to the people's pattern of thinking, feeling and the perceptions they have towards their environment, which makes them to become what they are over a period of time. However, nothing is more important than to giving a great deal of attention to improving the managerial qualities of leadership, command and control, staff training, project knowledge and motivation. An organisation can better achieve its planned objectives if the effects of the 'social forces' that promotes group culture (or the *wantok* system) during project implementation is managed and dealt with effective supervision and enforcing by good ethical practices. This chapter on literature review has congruently revealed four (4) key elements of Project Management that are amenable to empirical investigation; leadership (command and control), knowledge, training and motivation. These four aspects formed the basis of the research.

## Chapter 3: Research Methods and Field Work Experience

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### 3.1 Introduction

This chapter presents the research methods ('how it was done') and the field work experience around the theme of the research topic, and provides the discussions around the methodological considerations, employed to collect data. It as well expounds on the fieldwork experiences encountered during the research period. These encounters clearly show that prior and thorough preparations are a prerequisite, in order to minimise disappointments in the field. It is true to admit that despite many hours of preparation, problems and shortfalls were still encountered in the field. Unforeseen circumstances are real and can present in a number of ways. Many unfortunate situations that arose during this research fell beyond the researcher's ability to take control and these will be discussed in this chapter later. The National AIDS Council Secretariat (NACS) was identified as the best-fit for this case study.

During the planning stage, e-mails were sent and telephone calls made to establish contact with the head of the identified institution and other key personnel at the site. This also involved writing letters of invitation and inviting them to participate in the research. These letters were later hand delivered to the institutional heads in Port Moresby, in person, by the researcher. Permission for the study was sought for and received from the host institution, but UNDP, NZAID and the Department of Community Development failed to reply to my invitation. However, the National AIDS Council Secretariat did allocate a working desk in their office and provided me complete access to their IT facilities, which included the use of a printer and photocopying services.

The week in Port Moresby prior to the study was useful. This period enabled me to meet various key people in person and became acquainted with them. Courtesy calls were made on the Central Provincial Administrator, the acting Director of NACS, the UNDP Gender and HIV/AIDS programme coordinator, the NCDC community service coordinator, the

Health Secretary and the Secretary of the Department of Community Development. This provided me the opportunity to reveal my intentions to them, and also allowing them to confirm (to me) their willingness to participate in the research. Several PowerPoint presentations were made at different locations during the visit to programme and project managers and their staff members. In this way, the purpose of my research project was outlined and explained to them.

This section is divided into various sub-sections with separate discussions made on each segment. The first part begins with a discussion on the ‘case study’ approach used and its underpinning thus, taking into account the general issues surrounding the research method. The synergies between qualitative and quantitative methods of data collection and analysis are provided in this chapter. In addition, the advantages and disadvantages are clearly highlighted. This includes issues such as validity and reliability. The section concludes with a discussion on the deductive structured analysis model used to guide the research methodology.

The second part of the chapter is dedicated to explaining the research design and its approach and the methodology used to collect the data. This includes the subsequent techniques used to convert those data into meaningful information. Basically, the segment provides the reader an overview of the framework employed to tease the information out from the data, therefore reflecting on the nature of the research itself. Besides, the chapter discusses the field interview sessions, the interview responses and insights and perspectives of the actual events. It takes into account the administration of the survey questionnaire sheets and its interpretations.

Finally, the chapter concludes with a discussion on research ethics and the limitations encountered during the field trip. Prior to providing the theoretical underpinnings and synergies between qualitative and quantitative methods of data collection and its analysis (as outlined above), the paper will start with the rationale for choosing to carry out a *case study* research approach.

### 3.2 Case Study Approach

This research was designed based on the plan of the *case study* approach, which is a useful way of examining any particular research subjects. As defined by Yin (1994), a case study is “an empirical inquest that investigates a contemporary phenomena and contextual conditions in real-life situations; particularly, when the boundaries between occurrence and context are not clearly plain” (p.31). In explaining the relevance of the case study approach, he identifies technical characteristics and specific aspects of data collection and analysis and describes it as “the most suitable technique of searching” (p.31). The author continued on to say that “case study copes with the technical distinctive situation where there are many variables of interest to what the data is pointing towards” (Yin, 1994, p.31).

Similarly, Hamel et al. (1991) agree that such approach is based on a great variety of empirical knowledge, which seems to agree with the use of words relating to “describing, understanding and explaining” (p.45) of situations. These authors affirm that a case study approach is much like that of a “detective work with everything weighted and shifted, checked or corroborated” (Gillham, 2000, p.30). Yin (2003) further asserted “the case study style is much more appropriate when there is a need for clarity and understanding of the complex social phenomena such as ‘participation’ and/or when issues such as, ‘when, ‘how’ and ‘why’ questions are being posed, with ‘limited control over actual behavioural events” (pp.1-2).

In employing the case study strategy, the researcher was able to gain a clearer understanding and appreciation of the overall character of the research. In addition, (the researcher) was able to provide a better description of the behaviour, from the types of response received from participants (during interviews, as well as from filling out a questionnaire) and was able to provide an in-depth explanation, based on reality. The utilisation of a case study concept has in fact, enhanced recognition of factors and actors that influence project implementation culture and practice, by probing the roles carried out by project managers and their staff employed at the National AIDS Council Secretariat in PNG. Furthermore, it improved the opportunity to categorically examine the various

components of the research topic. In a way, it allowed for a thorough exploration of the meaning of each aspect to take place.

However, some wide-ranging debates on the merits and limitations of a case study approach itself are very clear. The most cited limitations were that of the limited “scope for making valid comparison” (Cooper & Schindler, 1998, p.13); the limitations inherent in the drawing of conclusions from a single study; and the restrictions of the researcher’s ability to make a generalisation of concepts and theories to other comparable settings within the institution (Easterby-Smith, Thorpe, & Lowe, 1991, p.41; Yin, 1994, p.10). Some of these limitations are further discussed at the end of this chapter.

From such a debate, it emerges that a case study approach can make a real major contribution to an investigation, and without any doubt at all, can significantly add towards the course of any research. For instance, important features of the case study approach, according to Yin (1994), is that “it places more emphasis on a full contextual analysis of fewer conditions and their inter-relations, and places emphasis towards valuable insights around solving, evaluation and strategy formulation” (p.13). In his conclusion, Yin says, “the case study, as a research study, comprises an all-encompassing method – with the logic of design incorporating specific approaches to data collection and analysis” (p.13).

### **3.3 Theoretical Consideration and Research Approach**

Due to the variety of methods used in the research, there can be no simple theoretical classification of the research design. However, a qualitative research approach was selected, because it was consistent with the need to draw data from a variety of sources. Van Mannem (1983, p.9, cited in Easterby-Smith, et al, 1991) defined qualitative methods as an “array of imperative techniques which seek to describe, decode, translate and otherwise come to terms with the meaning, not the frequency of certain, more or less naturally occurring phenomena in the social environment” (p.71).

The task of the qualitative researcher, therefore, is about capturing what people say and do, as a product of how they interpret the complexity of their world. Essentially, qualitative

methods are concerned with a process, rather than consequences: with organic wholeness, rather than independent variables; and with meanings, rather than behavioural statistics (Burns, 2000, p.11). It can be noted that this goes well with case study approach, as previously stated as was used in this research. On the other hand, Emory (1985) said that “a research is actually a strategy for studying a phenomena which serves as a ‘means’ and does so by providing the directions needed on the specific method and the procedures to be followed to collect, measure and analyse the data” (p.161).

According to Emory (1985), there are three general approaches to research studies; ‘exploratory studies’, ‘descriptive studies’, and ‘casual studies’ (p.161). Emory proposed that prior to undertaking any study or a research project of any type the required approaches must first be evaluated. For instance, if there is limited data available on the areas of the study, within the exploratory study, the development of hypotheses will be necessary. Formalised studies, including descriptive and casual ones, have a formal structure and specific hypotheses that must be tested and hence research questions that need to be answered. Descriptive studies, on the other hand, are used to describe phenomenon that are associated with a subject population and which have certain characteristics (Emory, 1985, p.161). The latter was the case in this study. The promise of qualitative investigations is “like pulling out unexpected and striking things for all to see” (Emory, 1985, p.161).

The distinctive insights made possible through this form of research constitute the primary advantages of the approach. Denscombe (1998) explained the advantages of qualitative analysis. Firstly, the data and the analysis are ‘grounded’. This refers to “a particular strength associated with qualitative research, in that the descriptions as well as the theories of such studies, generates valuable information grounded in reality”.... “this is not to suggest that they depict reality in some simplistic sense, as though social reality were ‘out there’ waiting to be ‘discovered’. Rather, it suggests that the data and the analysis have their roots in the conditions of social existence” (Denscombe, 1998, p. 161). Secondly, there is richness and detail added to the data, even the ability to generating detailed data making qualitative research approach an excellent way of dealing with complex social situations. Thirdly, there is a tolerance of ambiguity and contradictions. Maykut & Morehouse (1994) added that, the qualitative research is “able to do that in this case, than quantitative research” (p.34). This is not a reflection of a weak analysis, rather, a reflection

of the reality being investigated. Finally, Denscombe (1998) concludes, “there is a prospect of alternative explanations in qualitative research because it draws on the interpretive skills of the researcher” and furthermore, “opens up the possibility of more than one explanation being valid” (p. 220). Any investigation into the impact of project implementation of programme/project managers and their staff in NACS requires an analysis of real-life experiences, and not on hearsay alone. Hubermann (1994) further asserted “qualitative data focuses on people’s ‘lived experiences’ are fundamentally suitable for locating the meanings they have on events, processes and structures of their lives. Their perceptions, assumptions, pre-judgements, pre-suppositions for connecting the meaning of the social world around them provide the ‘real experience scenario’ of which, the factors becomes significant, when considering research methods” (p.10). This was definitely appropriate in this instance – an important underlining reason why qualitative research method was applied in this research.

Similarly, and on the same level, Denscombe (1998) viewed the disadvantages of qualitative analysis. Firstly, the data maybe less representative, in that “the flip-side of qualitative research’s attention to thick description and the grounded approach is that it becomes more difficult to establish how far the findings from the detailed in-depth study of a number of instances, maybe generalised to other similar instances” (p.221). Secondly, “the interpretation is bound up with the ‘self’ of the researcher and qualitative research recognises more openly, than does quantitative research that the researcher’s own identity, background and beliefs have a role in the creation and the analysis of data” (p. 221). Thirdly, there is “possibility for de-contextualising the meaning in the process of coding and categorising the field notes and texts of transcripts, there are possibilities that word (or images for that matter) can literally get out of context” (p.221). The context is an integral part of the qualitative data. Finally, “there is a danger of over-simplifying the explanation”... “The quest to identify themes in the data to develop generalisations can make the researcher feel pressured to underplay, possibly by disregarding the data that doesn’t fit” (Denscombe, 1998, p.221).

The above observations are important concerns worth noting when faced with the decision of conducting a qualitative research.

Many writers have argued that qualitative and quantitative research methods are in stark contrast with each other – this being a view that subjectivity and objectivity are polar opposites. For instance, Gall & Borg (as cited in Sogunro, 2001), indicated that “quantitative research makes little use of numbers or statistics, but instead, relies heavily on verbal data and subjective analysis” (p.4). Patton (2002) more aptly discussed the difference in terms of ‘breadth’ versus ‘depth’. The writer purported that qualitative methods allow for greater depth and fewer constraints when researching selected issues with fewer participants, whereas, quantitative methods are more advantageous for more statistical measurements of larger population groups, with less ambiguity of response.

In my case, the ‘trade-offs’ taken into consideration, when choosing the method, was a relatively small population of NACS staff members and the need for the participants to guide the process within a semi-structured framework, to allow for the development of greater depth in the research, than may have been gained through quantitative methods. Congruently, the design of the data collection protocol was guided by research questions and an initial literature review. The research was fostered towards gaining first-hand knowledge of the phenomena under study through the combine techniques of interviewing participants, the filling-in of survey questionnaire sheets, and observation and also by literally interacting with the participants.

It was with this in mind, together with the constraints of limited time and resources, that the qualitative method was chosen. In addition, the development of an open *deductive analysis* design was also sought. When commenting on choosing a method, in their article, Maylor & Blackman (2005) stated that:

“if you are collecting qualitative data ... and have to meet a project deadline, you might want to consider taking a more structured approach... Instead of trying to induce everything, up to and including your conceptual framework, from your data, you can use concepts and/or conceptual framework... to structure your data analysis and interpretation” (p.351).

The deductive analysis approach clearly provided the basis for the theoretical framework to be developed, which in turn, assisted the researcher to link the processes involved, together

with the text, those being open coding, separating and the categorising of items and sub-items. (Refer to Appendix B). On the other hand, it allowed the researcher to breakdown the data into smaller units, when the facts were being analysed (Denscombe, 2003; Knight, 2002; Mayring, 2000). Figure 1.1 in Appendix B, page 102, shows the model of deductive analysis structure for this study, which provided the basis for the designing of the interview process, the questionnaires and the eventual discussions. The application of this type of deductive structured analysis was used, in order to guide the interviews and discussions during the survey, but it also allowed for participants to shape the areas examined by the research.

### **3.3.1 Research Methodological Approach**

The design of the research methodological approach was based on the purpose of the research stated earlier and done in line with the research objectives, with a great deal of attention made to the four important aspects of management traits: *leadership* (command and control), project *knowledge*, project *training*, and *motivation*. The intent was to examine how any of these factors impact project management and by association, outcomes. When completing the literature review earlier, the synergies between the project management literature and the four identified managerial aspects became clearly obvious; and as such, these aspects provided the conceptual framework, for the structuring of the survey questionnaire sheet to take place. The interview questionnaire sheets were later used to obtain the data from the respondents. It also gave rise to the overall structure of the research framework and the subsequent analysis. This allowed the development of the research methodology to a greater depth, than may have been gained through quantitative approach. Through the triangulation process and face-to face interviews, individual responses were recorded on a pre-prepared response sheet.

A purposive method was used to select the sample group used in the study. Patton (2002) pointed out that “the purpose of small random sample is about credibility, not representativeness” (p.241). With this in mind, individuals were singled out from the different project teams and invited to become research volunteers. Factors which influenced the selection of people invited to participate were the need to: triangulate data

across four different management aspects; the need to interview people occupying principle and/or facilitating and coordinating roles; and a preference on the part of the researcher to interview those who were directly or indirectly responsible for managing and implementing projects.

NACS was identified as the institution suitable for the study, because it fitted the identified case study criteria due to many of its HIV and AIDS activities being implemented through projects. Additionally, as indicated above, the top management group of this institution were suspended from duties on the grounds of corruption, mal-administration and abuse of its IT facilities; there was therefore external evidence of management problems in that organisation.

Preliminary contacts were then made to secure their willingness and availability to participate in the research. An official request, seeking approval, was promptly made to the Director of the National AIDS Council Secretariat, through a letter written by my primary supervisor, bearing the Massey University logo and the letter head. (See Appendix, A). The Director of NACS is in charge and responsible for the overall strategy development, planning and project implementation of the National Aids Council Secretariat. The letter offered information about the researcher, the research topic, and the proposed area of research. A copy of the actual research proposal was sent with the letter. The eventual endorsement, received from the Director of NACS, later provided the confirmation needed for the research to go ahead. Thereafter, numerous follow-up telephone calls were made, in order to establish credibility, trust and maintain interest in the project, as well as to discuss aspects of the research.

### **3.3.2 Research Methodology Applied**

**I**t is probably correct to say that a person has to be physically present on site, to learn about and understand the experiences and perceptions of practicing managers, when they are implementing projects. The researcher cannot fully and accurately capture the perception of practicing managers only through the use of a mail survey or telephone interview. Therefore, in my view, the research had to be undertaken through one-on-one,

face-to-face meetings, in person, with each participant at the selected site (NACS). In this way, the researcher was able to hold discussions with the participants and observe, and take notes on what was actually happening on ground. It was envisaged that, in order for the research to best achieve its objectives, it had to be accomplished by seeking out and describing the perceptions of the project managers and their staff members on ground, who were involved in managing projects. **It can be assumed that validity and reliability is at its highest point during face-to-face interviews and discussions.**

The methodical approach and the research instrument were prepared consistent with the aim of the research in mind. This was done by the design of the survey instrument used to collect the data from the participants, on all of the four managerial aspects of leadership (command and control), project training, project knowledge and motivation during the survey. In this way the conceptual framework for collecting data (the survey questionnaire) was premeditated. (See Appendix C) The data received through this instrument was later analysed, interpreted and recorded in Chapter 5.

### **3.3.3 Participants in the Research**

**A**t the National AIDS Council Secretariat, three groups of participants were identified to take part in the research interviews and surveys, and these groups comprised: the programme/project managers and staff members; the provincial HIV/AIDS response project team; and the donor programme/project team. All of these personnel were located in NACS headquarter. Details on the group selection are provided in the ensuing discussions. The selection of a medium to larger size public institution was necessary and considered more appropriate for this study in order to provide useful insights, as oppose to smaller one with less than 20 employees. The need to access ‘collective, broader and more insights and experiences’ guided the whole approach and the selection of research participants.

In selecting participants the sample method also included some participants who had been identified by snowball sampling method. For instance, **A** recommended **D**, followed by **D** recommending **B**, and **B** then recommending **C**. This method was found to be compatible

with purposive sampling and bounded the issue, with regard to building up a suitable sample size within the frame of the research question, in addition to locating “information-rich” key participants (Denscombe, 2003; Knight, 2002; Patton, 2002). Appendix D provides some background information about the participants who were involved in the study.

The selection of participants was undertaken without gender discrimination. Both male and female candidates between the ages of 20 and 55 years old, involved in the programme or project management roles in NACS, were interviewed. Their time in project management and/or project implementation related roles ranged between two and ten years. It was difficult to ascertain exactly when individual roles and functions changed, from skills to project management, since the definition of project management varied between individual participants. The individual responses and results are analysed and provided in Chapter 5.

### **3.4 Interviews and Surveys**

**T**argeted managers and staff members, with project experience, were drawn from across the sections and sub-units, for the guided interview sessions, and the filling-in of the survey questionnaires sheets. The interviews and the completion of the survey questionnaire sheet included open sharing of knowledge, with each participant being encouraged to describe his/her project encounters. Thirty staff from NACS initially came forth as volunteers for both the interview and survey sessions. From this initial group, seven staff members withdrew during the survey and twenty-three completed the survey. The break-up of those who participated is as follows: five executive managers, three programme managers, five project managers and five facilitators and response coordinators. After the data was collected, via one-on-one interview, data was analysed and translated manually. Chapter 5 provides the results of the conduct of the interview. Some comments received from few of the participants have to be edited and paraphrased by the researcher because the responses were given in either ‘*Tok Pidgin*’, or ‘*Police Motu*’, two major local dialects spoken in PNG.

### **3.4.1 Data collection methods**

The need to understand the culture of project staff employed in NACS gave rise to the researcher who conducted the study using face-to-face interviews and questionnaire survey form, as the primary method to obtain data. During the interviews relevant information were collected firstly by way of a circulated questionnaire, followed by face-to-face in-depth interviews and the recording of the responses was done on a prepared response sheet. Data and discussions from the interviews were recorded by using hand written notes. Interviews were generally open-ended but were structured and guided. The whole process was conducted solely by the researcher. In any case where the respondent was unsure or may have misinterpreted a question on the questionnaire sheet, the researcher would guide the process by providing the necessary lead, or would explain the question again. One set of questionnaire sheets was prepared and they were used (unchanged) throughout the research. This type of approach provided an opportunity for all the participants to freely express themselves.

Easterby-Smith, et al (1991), warned researchers that they needed to “have some broad structure of questions in mind when conducting interviews” (p.74). Particular questions need to be answered when an interviewer is uncertain and ask a question. In the case where a researcher encounters the type of interviewee who can be ‘un-stoppable’ and who talks freely over any interruptions, the participant could be asked to ‘get to the point’. Such occurrence becomes a clear indications that the interviewee is perhaps, unsure in his/her mind as to what question or issue(s) the researcher is interested in and therefore, the interview must be guided. Nevertheless, researchers are asked to remain attentive listeners and refrain from projecting their opinion or feelings into the situation (Easterby-Smith, et al 1991, p.74).

The interview sessions relating to the participant’s experience, opinions, aspirations, attitudes and sometimes personal feelings yielded a wealth of insights and provided many valuable information. The interview session with each participant was carried out only after the survey forms were analysed, thereby, the researcher deliberately used the information given in the survey to further explore the issue. The interview sessions turned out to be

very useful when the need was for obtaining more descriptive general information. The participants' responses were carefully checked out later, to ensure there was clarity, accuracy and conciseness and that it was not too lengthy or absurd. Prior to their involvement, all participants gave their consent by signing the 'Consent Form'. (See Appendix, E). The interviews were carried out on a one-on-one basis, with discussion and conversation sometimes being guided along. Sufficient time was spent with each interviewee, to ensure that each participant clearly understood each question and that he/she had the time to reflect and answer. The interview with each participant lasted up to approximately one hour. Sufficient time was spent between questions to allow each participants to answer on his/her own terms and at own speed.

At each of the interview meetings, I introduced myself to the participants and provided some personal background information: I would begin by stating the nature and motivation for the research. It was explained that participants did not have to respond to any specific question if they so wished and they had the liberty to withdraw from being interviewed at anytime during the process. This was consistent with the information provided in the participant's consent form. (See Appendix E) Participants generally responded with information concerning themselves, the nature of their experience and knowledge of NACS. With permission (See Appendix F) an electronic voice recording device was used to record the interviewees' responses. In cases where the interviewee refused to be recorded, no electronic recording device was employed, due to the intrusiveness of such techniques. In such cases, the researcher asked instead for a 'natural' conversation to take place and notes were hand written. The written notes were later translated and transcribed. Some comments received from few of the participants have to be edited and paraphrased by the researcher because the responses were given in '*Tok Pidgin*', one of the two major local dialects spoken in PNG.

In total there were 29 questions, ranging from qualifications, time involved in project management/implementation, experiences, project management training, skills and knowledge of project management, command and control (leadership) and motivation. Some participants did not complete all the questions in the Survey Questionnaire Sheets. For instance, more than two-thirds (80%) of the respondents did not answer one or more questions relating to project skills, project training, staff motivation and leadership. Some

in this group were hesitant and withdrawn about discussing the issues openly. The reason for this may have been related to the fact that, not long ago, NACS' management team were stood down and investigated for corruption in office. However, the reluctance of some staff members to answer largely around issues concerning leadership skills and management practice, which many saw as the key factors lacking in many levels of NACS.

On the whole, this field experience has clearly shown that, when structured questionnaires and interviews are held consecutively, the method becomes very useful (John et al., 1992). On the one hand, the application of this method greatly favoured the researcher to develop effective rapport with the staff of NACS. Likewise, the use of the 'triangulation' (p.98) process was also crucial to the outcome. Both assisted in generating data collection, in addition to enabling NACS staff members to talk about (and analyse) their own environment. However, as asserted by Chambers (1997), it is fair to say that some participants were reluctant to express themselves honestly, even were seen as unreliable when discussing and ranking issues regarding themselves, their colleagues, their immediate supervisors or when making reference to the members of the top management team (Chambers, 1997, p.143).

### **3.5 Ethical Issues and Considerations**

The Massey University Human Ethics Committee acknowledged and endorsed this research as a *low risk* one. (A copy of the letter is set out in Appendix I). According to Babbie (1990), ethical issues are "comprised of norms which scientists in every discipline are mindful about, and are obliged to adhere and follow" (p.338). Ethics, therefore, relates to "what is right and just in the interest of all parties" (May, 1997, p.54). Prior to leaving Massey University, for the field research trip in Port Moresby, PNG, the process had already begun, with many discussions on ethical issues, including the formulation of the 'Interview Consent Sheet', the 'Survey Information Sheet', the design of a 'Participant's Consent Form' and related issues.

This study was an independent one. With the notion of confidentiality and privacy in mind, no contact was made with any other participants from NACS prior to the study. The only

contact was with the acting Director of the National AIDS Council Secretariat, in order to seek his approval and permission to carry out the research in the organisation, which involved his staff and this permission was granted.

The initial contact with staff members was a PowerPoint presentation to inform everyone about the research which was about to be conducted. During this time, the fundamental ethical principles, the nature and purpose of the research and the issues of consent, were explained to the participants. Only after this information was provided and a clear understanding of the research instruments was reached, volunteers were recruited. In addition, the significance surrounding procedures, risks and discomforts, the benefits of the research and the right to withdraw from the research were explained. These made the situation clear and provided a degree of proof that all the participants were fully informed and individually consent to participate. (See Appendix, G). At no time, or under any circumstances were participants enticed or coerced to become involved in the research.

At the very beginning, the researcher informed the participants that information gained as a result of the study would be pooled together (with the other available body of knowledge), and perhaps be used (by someone later) for the purpose of improving organisational performance. Participants were told of their rights and how their real identities in the report would be protected, through confidentiality and/or use of codes and pseudonyms. They were further informed of the way in which the questions in the survey questionnaire sheets were to be filled in, and that a follow-up interview sessions would be conducted once, but only repeated if required. Following the explanatory session, each participant was given the opportunity to ask questions and/or make comments.

Since the study was about professionalism and management practice, the issue of privacy and confidentiality was made very clear. It was extremely important to ensure that the possibility of interviews and questions becoming a sensitive issue (to those people responsible for planning, coordinating, facilitating and managing programmes and projects) was kept in mind at all times. The subjects were informed that the real identities of participants would not be disclosed at all, and each participant would always be kept confidential and anonymous. Participants would be coded and referred to as participant 'A', 'B' or 'C'. The right to privacy is an important right enshrined under the UN Charter and

therefore the rights and welfare of these participants was kept in mind at all times. The researcher was bound by the human ethical conduct, and he upheld the following major facets and principles of the Massey University guidelines for ethical research:

- Respect for persons
- Informed and voluntary consent (of the participants)
- Confidentiality/Privacy (of the data and the contributing individuals providing it, in addition to the notion of collective ownership of the process and data)
- Minimising harm (to participants, researchers, institutions, and groups)
- Truthfulness (the avoidance of unnecessary deception)
- Avoidance of conflict of interest
- Justice
- Social sensitivity to the status and appointment of the subject and the organisational culture (Massey University 2006).

In support of the ethical considerations, an *Information Sheet* with clear and concise explanation of the purpose of the study (bearing in mind that English was a second language for the participants) was prepared. (See Appendix, G). An ‘Interview Consent Form’ (See Appendix, E) was made available to the participants whilst the interviewer/researcher was mindful at all times that casual conversation and approaches or agreements could be deemed more appropriate and meaningful within a PNG context.

### **3.6 Limitations of the Research Study**

Notwithstanding the coverage of the study and the employment of a variety of data collection methods in order to obtain an in-depth understanding of the phenomena under investigation, limitations were still encountered during the field research. The study was somewhat limited due to the restricted time (of approximately one hour) spent on each case interview. The flow of discussion between the subject and the researcher was also somewhat restricted by the ‘structured’ interview sheet, which left an inadequate ‘space’ for a natural flow of conversation to take place. This would definitely have resulted in the

data collection approach being allowed to become too tightly focussed or if not 'controlled'. Interviewees had the tendency to personalise their opinions and many were observed to occasionally construct facts and encounters, in order to make themselves and their opinions 'look good'. This also meant that some inaccuracies were rather inevitable.

In addition, there is doubt as to whether genuine representativeness was evident in the study. This is due to the fact that the sample size was small, comprising of only 23 participants, compared to over 300 staff members employed by the organisation. The gathering of data was primarily restricted to a single environment, that being confined to staff members working at the headquarters of NACS. If the remainder of the provincial and district staff members (throughout the country) had been included in the survey, the study would have had much more depth and perhaps a different 'picture' related to the findings. Whilst the sample is considered appropriate to the organisation, care must be taken not to reach the conclusion that the research generated was a true representative expression of all NACS managers and staff members.

A cross-cultural tension was apparent amongst some staff members from different ethnic groups, who are employed in the NACS. This was seen in some comments, where one participant raised issues against another staff member or managers and this often appeared to stem from professional standing and/or cross-cultural differences. Many of the comments made were against the immediate supervisor or the top management echelon and the quality of responses was varied. This suggests that some collected data may lack reliability and perhaps only reflect personal biases. I would claim (perhaps with my familiarity and long standing involvement as a public servant in PNG) this situation illustrates that staff do not truly trust each other. No doubt, a form of 'collective participation' is absent in NACS. A change in attitude, willingness and enthusiasm of both management and employees is necessary. From the survey, it seems that, to a large degree, nearly all management decisions are marked by preferential treatment to some employees by managers and/or immediate supervisors through nepotism.

#### 4.1 Introduction

Writing of his East African experiences a number of decades ago, Chambers (1997) reflected on an essential aspect of managing development. From his analysis, the writer noted that planners had concentrated on the functions of planning, formulation and budgeting, whilst the activities of programming, implementation, monitoring and evaluation had been relatively ignored. It appears that even today, this is still a typical scenario of “how businesses are conducted” (p.29) in many developing countries around the world. This view implies that management or administration of ‘development’ need not be overlooked. The cost of such an oversight is immense, since no amount of precision, expertise or innovation, in plan formulation and budgeting, can compensate for poor management or ineffective administration (Chambers, 1997, p.29). These sentiments are echoed by other writers. McCallum (1997) provided, perhaps, the most succinct and forthright statement on the subject when he said “Organisational Shortcomings and weaknesses in administrative capacity have probably circumscribed development more than any other factor” (p.254). It would appear that such observations are pertinent to development management practices in public institutions in Papua New Guinea, at the present time.

This chapter considers the impact of managing development, in relation to programmes and projects activities undertaken by the State in Papua New Guinea. In so doing, it will discuss the various management issues that bring to a standstill the progress of programme and project implementation in the country. The analysis will first deal with the relevant issues relating to the concept, of development and projects in Papua New Guinea and will also reflect on the significance of project management approach and how it contributes to the country’s development and nation building. The chapter concludes by providing some background information on NACS, the organisation in which the survey was carried out. But firstly, I will consider how project management embraces and supports development and why this is important?

## 4.2 Development and Project Concept in PNG

**D**evelopment and project management concepts are intertwined, and in any case, go hand-in-hand and perhaps, in a lot of ways complement each other. Projects are important elements or medium for development. The projects that receive funding from any development (donor) agencies are perhaps aimed at creating opportunities for the people to participate and benefit, at the same time to help and improve the economic status of the nation. On the other hand, projects implemented by the state have more to do with the disbursement of public goods and services. In fact, development is ushered in when projects are accomplished. This is true for Papua New Guinea. Primarily, projects would usually aim towards growth in capacity across all levels of echelons at both the small and large scale holders. Much of these activities are accomplished through projects. An important challenge in PNG has been the ability of politicians, national and provincial bureaucrats, department heads, programme and project managers, development partners and agencies to think and correctly interpret and design development strategies and ‘sanction’ statements that will see decisions converted into specific and tangible outcomes. However, as stated by Meredith (2006) in Chapter 2, much of the managerial attribute are lacking in PNG.

In the PNG context, several themes can be identified, in the search for the meaning of development. The most commonly pursued definition concerns the establishment of a ‘modern economy’, improvement of livelihoods, and the alleviation of poverty through the expansion of a productive nation. The most distinct features of this structured development declaration are the eloquent expression of a willingness, on the part of the government, to ensure that there is not only ‘more’ for everyone, rather an equal distribution of the fruits of development is given the highest priority (NPO, 2006, p.3).

Do projects have value in PNG? The straight answer to this question is ‘yes, they are’. In the PNG context, the closest definition of development as identified by Turner (1996), who argued that the word ‘development’ (connected to a project) to an ordinary Papua New Guinean, means ‘more’. For example, when a Member of Parliament (MP) asks for development in his constituency, he is usually asking for a greater share of what it now

gets, that being more roads, more schools, more bridges, more clinics and more business opportunities (Turner, 1996, p.6). Consistent with the views held by Frigenti & Comminos (2002) the people are quite passionate for government institutions and development agencies to be more efficient and effective in administering change throughout the various roles they perform. This signifies that projects have to be managed efficiently and successfully, in order that everyone can benefit.

Project management concept is the approach extensively used by the government of PNG over the years, in order to implement and translate public policies from mere rhetoric to tangible growth and/or improvements. A clear knowledge of 'the project management concept' by public managers working in state institutions is desirable, because such 'channel', is extensively used by the bureaucracy, public institutions and private agencies, donor partners and NGOs to accomplish the functions of project implementation. According to Meredith (2006) it encourages planning and integrates the management roles of conveying and 'channels transformational activities', by fostering proper use of all available resources. In PNG, the effectiveness of project performances as judged by the people depends on the capability of each development agency and/or programme administrators, based on how they are able to successfully implement projects, in order that goods and services are delivered to them. This is the reason many donors are prepared to provide project support conditional on the use of project management technique. As a result project management is widely employed throughout the public sector. The advantages of this concept, as many proponents claim, are that the concept of project management is comprehensive and therefore enables effective project implementation to occur. In that way, objectives are achieved outright.

#### **4.3 The PNG Government Context & Project Strategy**

**R**ecently, the previous Chief Secretary, Mr. Joshua Kalinoe, a graduate economist, was quoted as saying, "The process of improving the quality of all human lives requires raising people's living levels – their incomes and consumption levels of nutrition, medical services, and education, etc., through relevant economic growth processes; creating conditions conducive to the growth of people's self-esteem and institutions that promotes

human dignity and respect; and increasing people's freedom by enlarging the range of their choice variables, and by increasing varieties of consumer goods and services" (NPO, 2006, p.3).

Likewise, the newly appointed Chief Secretary, Mr. Isaac Lupari, when taking up his duties said, "with all the good intentions of successive governments in PNG; through its MTDS, and in spite of the many positive signs with promising outlook showing healthier economic gains, via the *per capita* income determinations; the nation is on a promising pathway for good economic recovery. However, the whole economy has not quite been able to completely achieve the required level (of productivity) to comfortably equate and balance out the needs against the national expenditure, the national output and the national income. The country's Gross Domestic Product (GDP) has continued to remain staggered all along; almost stagnant without much change to it over the last three decades. Such circumstances have affected delivery of public goods and services to the people". He further challenged, "Can PNG come out of this situation or is there any hope for improvement? (NPO, 2008, p.3).

I would emphatically answer, 'Yes, there is hope', and share Turner's (1996) opinion, who have stated that the Papua New Guinea "government has shown several times over the last three decades, that it has the capability and determination when placed in a 'tight situation' to make tough decisions ..... "if these same tough-minded attitude can be applied to the questions of rural development, programs, and project management in Papua New Guinea, things can become highly beneficial" (p.11).

In order to achieve development through programmed objectives, public managers in government institutions in PNG, need to aspire towards efficiency and, importantly, to recognise the need to properly manage and implement a strategy of programmes and projects. This means specific policy decisions have to be made, plans drawn up, and staff members properly supervised, guided and shown how to carry out the proposed measures. Whilst the government still decides on how things will be done, its very own ideological position, the nature and context of the programme strategy in PNG, are meticulously defined although somewhat loosely delineated. Frequently, there are inconsistencies in how

tasks are done by managers employed in state institutions and agencies and between what institutions proclaim they will do, against what they actually accomplished.

To illustrate this situation, an analysis by Turner provides a good example. Turner (1996) has levelled many criticisms against public management practices in Papua New Guinea, particularly at how things are handled and administered by managers at the programme and project development levels. He argues that programme and project management in all areas are insufficiently administered. There is very little evidence of any overall coordinated approach and as a result the government has scant possibility of meeting the objectives of the National Medium Term Development Strategy document. According to Turner, the eclecticism of such programmes and project administration strategies means that the “cutting edge” (p.6), of the precise definition and understanding of what programme and project management might be, is certainly missing. Therefore, generally speaking, a central drawback for many development incentives lies, not only in the reconciliation of redistribution through progress, but also through the results. Through the MTDS developed more recently, PNG has re-aligned its development policies to promote productivity and livelihood, as the most overriding objectives of development (MTDS, 2005, p. 8).

Nevertheless, the basic problem still remains: policy making and the interpretation of it, particularly at the provincial and district administration levels are characterised by a lack of support and staff members who are unsure of what to do and how to do it. This is evident in their lack of skills to set precise objectives, and their inability to identify indicators, whereby the progress of programmes and projects could be measured. When commenting on programme development and progress, NPO (2006) noted that whilst programme and project management is considered to be paramount, “its goals and the manner of achieving them still remain blurred ... there seem to be a lack of direction, if not, good acceptance over the main aims of development policies” (p.9). Such a situation is typical in public institutions in PNG as was evident from the responses gathered from the participants, during the field study survey carried out in NACS - one of the state run institutions. The results are discussed in chapter 5. As it is, many civil servants are finding it difficult, if not impossible to pursue and fulfil. It seems a very complex exercise for public managers, particularly those in the provinces and lower lever administration to set targets themselves,

even the designing of programmes and projects” (p.9). The establishments of provincial and lower level governments and community authority, which many see as the ‘white elephant’ of the government system, has further complicated and stagnated this situation (GoPNG, 2004, pp.9-10).

The reality on the ground is that very little has changed over the years. Many believe that development has suffered because provincial and LLG planning capacities are in dire shape or have ground to a halt. This does not necessarily mean that decisions are no longer made at these levels. In fact, many peripheral authorities would respond quickly in order to address pressing issues. However, when this occurs, projects are hurriedly set up without any feasibility studies, proper planning or coordination. Such situations would occur because planning staff do not have the necessary skills to develop strategic plans. Usually projects will come from people comprising “political appointees” (NPO, 2006, p.6) who are there to pursue a political agenda. In some cases, appointees are poorly qualified to undertake the complex issues of multi-sectoral planning. In addition, as noted by Turner (1996), training in various aspects of programmes and project management, especially in project implementation, has been inadequate and staff members in both the planning office and project implementation teams, have very little knowledge of management techniques and how to apply them. This situation affecting the country was part of the rationale for this study.

#### **4.4 Significance of Project Management**

**A**t this stage, it is useful to point the significance of projects and how projects have contributed to the development and the improvement of people’s livelihood. From the preceding discussions, the reader may have been persuaded to think that there has been very little or no public programmes or project outreach activities at all taking place in Papua New Guinea, or certainly the occurrence of any rural incentives, nor any form of development, driven by the concept of project management. This impression would be completely incorrect. Projects have played a major part in the socio-economic development of PNG. Over the last four decades, cash crop production has greatly expanded, infrastructures has been built, health and education services have grown, life expectancy

has increased, and many more children are now attending schools, as a result of programmes and project management ideals. These developments are real improvements for the people of Papua New Guinea. However, the important point to consider is that although a great deal of development has taken place, not everything has resulted in an improved situation. The reason is quite simple: the lack of clear rural development objectives and imprecise strategies, are severe handicaps to progress. Central problems for many reformists are found in the area of reconciling re-distribution and growth. As argued by Masse (1987) in Chapter 2, this is partly caused by the inability of managers to manage their activities well. However, under the banner of so-called 'project development', a great deal of what has taken place – and which is presently taking place - is greatly affecting the livelihoods of the majority of the rural population (Turner, 1996). For this reason, the significance for good project management culture and practice in PNG cannot be overlooked or discounted as it is to the benefit of the rural majority in PNG that projects are effectively implemented.

Organisational shortcomings and weaknesses in the administrative capacity to support implementation have probably restricted project output more than any other factors. Certainly, a clearer understanding of project management concepts is needed by those implementing projects. This is because firstly, a project is an excellent medium by which a development programme can proceed to accomplish its functions in terms of project planning and the promotion of project design. Secondly, project management fosters the integration and channelling of all socio-political and economic transformational activities. Thirdly, it enables efficient appropriation of resources to achieve better results, value and change. In PNG, the ability of public managers and administrators are judged (by the people) through the effective implementation of development projects and how successfully they execute the given tasks, in order that goods and services reach the communities. Effective project management is essential to this progress and hence is central to the legitimacy of the state in PNG. It is clear that the *wantok* System is responsible for promoting corrupt practices in public institutions, the breakdown of work ethics and non compliance to correct process and procedures, which contradicts the government's 'Standing Orders' (the General Order), and therefore, it can have many unhelpful effects on the efficient functioning of the public service machinery.

The National AIDS Council Secretariat has signs of *wantok* system operating in it. The Wantok system syndrome as highlighted by Mana (1999), have given rise to some degree of social bonding of tribal loyalty and kinship inherent in Papua New Guinea culture to occur. As it seems, it is well embraced and applied by team supervisors and managers alike in all levels of administration. It is one of the major factors seen in the environment of projects which, to a great deal, has had much impact in PNG. He goes on and say that the *wantok* System is “a classical example of practices of a culture that is not acceptable as good management practices in today’s contemporary world; because it involves doing favours for friends and mates, thereby promoting biases and nepotism, and is a corrupt way of doing things” (p.6). It is very clear that the *wantok* System is responsible for promoting corrupt practices in public institutions by breaking down discipline and good work ethics. However, the *wantok* system within the PNG public service can be opposed if the members of the project team adhere to suitable project management ethics. There is no doubt that good Project Management practice offers the means to counter and deter such influence.

#### **4.5 Background on NACS**

**T**he National AIDS Council and its Secretariat is a medium-sized large state entity, with coordinating centres spread out to all the provinces of Papua New Guinea. NACS was incepted through an Act of Parliament in 2002, to facilitate a comprehensive multi-sectoral response to stop the HIV and AIDS epidemic in the country. Its members are drawn from 17 Government Departments, representative of the private sector through the Chamber of Commerce, the Church sector, Non-governmental Organisations, the Council of Women, Department of Justice and Attorney General, Department of Finance and Persons Living with HIV and AIDS.

The major role of the National AIDS Council Secretariat is to be the key advocate to lead the ‘national war’ against HIV and AIDS in PNG. NACS will have to achieve this by being responsible for the formulation, reviewing and revision of the national policy on prevention, control and clinical management of those living with HIV and AIDS, as well as monitoring and coordinating the execution of the National Strategic Plan. Besides, NAC

and its Secretariat are responsible for eliciting, supporting, encouraging and promoting a broad range of activities to manage the spread of HIV and AIDS in the country (National Strategic Plan, 2005, p.5).

Located in the nation's capital, in Port Moresby, NACS takes a lead role in mobilising resources to support the implementation work through the network of its Secretariat, and the resident provincial and district coordinators throughout PNG. Other objectives of NACS includes facilitating a multi-sectoral response effort to minimise the transmission of HIV and AIDS; prevent and control the spread of HIV and AIDS; minimise personal, social and economic impact of HIV and AIDS; and ensure personal privacy, dignity and integrity is upheld in the face of the HIV and AIDS epidemic in PNG. The focus areas of NACS are clearly provided in the National Strategic Plan (2005). A great deal of the national response strategies are outlined in this document, including the many activities that are implemented via projects.

The response activities of NACS are well supported by the Provincial AIDS Committee (PAC) who assists in the coordination, implementation and monitoring of HIV and AIDS activities at the provincial level. PAC is endorsed by the Provincial Executive Councils (PEC) (an elected provincial governing body), to function as the provincial committees responsible to NAC on HIV and AIDS work at the provincial and district level. PAC in turn is responsible for identifying provincial priorities, mobilising resources and overseeing the implementation of national HIV and AIDS policies at every level. PAC is additionally responsible for reviewing all funding requests; priorities spending, and makes recommendations for technical support at the provincial and district level. PAC membership is drawn from its wide range of stakeholders and interest groups from within the private sectors, NGOs, Youth, Women and Church leaders in the province. However, as is the case in many decentralised institutions, many major policy decisions concerning projects are made in Port Moresby.

With dual arrangements such for processes and protocols (between national and provincial functions), programme and project staff members, managers and/or coordinators may easily be swayed away to re-define plans to suit their own intuition and preferences. With such practices, the chances for oversight and short falls occurring within the institutional

structure and processes increases drastically. This can have a tendency to affect project activities. Destructive personality clashes, (which normally occurs) along the line of command and control also have rendered the concept of a 'team approach ideal' open for abuse, even making it become unworkable in some situations, according to one 50 + plus year old male and one 31 – 40 year old female interviewed as part of this study. A clear demarcation of responsibilities and function, between national control vis-à-vis provincial HIV/AIDS response functions, is required in order to deal with such situations.

There are further consequences of this overall organisational 'de facto' delegation of responsibilities. As a result, many project activities suffer from imprecise definition causing NACS to deviate away from the original plan; strategic document fails; the on-going investigation surrounding the corrupt practices; the rapid increase in the number of staff over the last two years; unclear outline and definition of the terms are used to describe different ideas, or the activities suffer from the lack of leadership and supervision.

#### **4.6 Project Management in NACS**

**D**espite the organisation only just been formally established by law recently, project management work in NACS is more than ten years old. NACS activities involve the implementation and coordination of a large range of activities, throughout different sectors within provincial, district and lower level government areas of the country. In NACS, many sub-project and projects are implemented independently and carried out according to specified responsibilities and the team's own capacity to perform it. Given such make-ups (the shortage of trained manpower, the remoteness of functional teams particularly at provincial and lower level council areas) often this makes them operate virtually independently, and in most cases, in isolation of each other.

The recruitment of staff without proper training to replace the void created by the exit of the staff of the support group two years ago makes it even harder. In any case, project staff members in one team, would not be able to work well with sections other than their own. It is worth noting that in PNG, activities are often implemented at different geographical locations that are almost isolated from each other. Therefore, the NACS' HIV and AIDS

activities in PNG, appear increasingly to resemble a series of disassociated small projects, with each manager, doing his/her own thing. It also appears that the meaning of the words 'project', 'project management' and 'manager' probably mean different thing to different people.

The most fundamental challenge now facing NACS is for it to reassess its position based on the reasons for which the management team was suspended and investigated for maladministration and corrupt practice recently in 2008, and only just yet again, the suspension re-occurred in March 2009. This proves the need for re-assessing the organisational arrangement, its processes and protocols and the performance management systems that are in place. Even if the findings of the investigation should prove not to have any application, it is believed that 'lessons learnt' from this incident will positively provide an awareness of the implications, and as a result, offer insight for quality administration of all its assets in the future. Additionally, NACS have to accept those elements identified by the investigation and have them corrected. Much is required (to be done) if NACS is to restore its credibility.

The "practical activities carried out beyond normal operations" for NACS, using Young (1998) definition of project, is for it to have all its approaches clearly outlined and its expected output specified. The National AIDS Council Secretariats' own '*National Strategic Plan on HIV/AIDS 2006-2010*', (2006) is now the major response stratagem in the country. This HIV/AIDS response strategy has over the last five years received the national government's expenditure budget support of approximately US\$40million per annum. This implies that a considerable amount of money is consumed by NACS on its response activities through projects. However, many initiatives of NACS in PNG are also supported by additional financial backing (both internally and externally) from many internal and international development partners and agencies operating in the country.

Activities of NACS involve implementing and coordination of a large range of activities throughout the different sectors of the provincial, district and the lower level government areas of the country. A great deal of functions and responsibilities lies in the hands of the Director and his Senior Executive Managers. Even much of NACS's provincial outreach programmes (through projects) are controlled and managed by programme/project

managers who are all located in Port Moresby; with the exception that, some delegated functions are co-facilitated and coordinated in the provinces by a Provincial Resident Coordinator. A large capital expenditure and resources are directed towards meeting the cost of all these activities.

Over the last two decades, and particularly under the shift towards privatisation, public institutions in PNG have planned for and are now shifting more responsibilities directly to their programme and project staff. Under such transfers, qualified senior managers (available to manage programmes and projects) are re-located to duties elsewhere within the department (internally) or are posted and transferred out off their branch into provinces to take up duties. This was found to be true for NACS as well. Such siftings has meant that the number of managers, available to manage programmes and projects, has been considerably reduced and thereby management responsibilities have to be passed onto junior staff members, thus obliging them to perform roles beyond the level of training received, or assume roles away from their areas of responsibilities and become more accountable.

The project management concept in NACS is more critical than ever before. Since the project mode is still a major accepted route that most donor funders continue to utilise to implement development projects, just about all of the development partners and donor agencies are insisting on stringent control and compliance to conditions (they set) prior to the project receiving funding assistance. Project planners in NACS (like managers in other public own institutions in PNG) are forced to be more conscious of cost controls in the use of their resources, in order to continue to operate.

The attitudes of public office holders can have a great deal of impact on the progress of development, at every level of governance. It is clear that responsible decision-makers are not to become complacent, self-centred or lacking professional conduct in their duties. Instead, change should become the top agenda in the minds of every civil servant. Public servants are to be worthy of their calling and cannot be negligent, uncommitted, unmoved and be unaccountable or even 'sluggish' in their duties. Project Management practices are central to this required attitude within NACS and elsewhere in the Public Service in PNG.

In conclusion, it appears that the ways in which projects and resources are managed in NACS, requires re-examining. The costs of oversights are immense, since no amount of precision, expertise or innovation, in planning and costing can compensate for poor management or ineffective administration. Organisational Shortcomings and weaknesses in administrative capacity in developing countries like PNG have probably circumscribed development more than any other factors; importantly the wastages of its scarce resources. It is therefore necessary that managers involved in project management process have adequate level of management culture, skills, training and 'know how' to successfully manage project.

The next chapter focuses on the results of a survey that was designed to assess specific elements of project management culture and practice within NACS.

## Chapter 5: Result and Analysis

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### 5.1 Introduction

The data for this research study were gathered through a survey undertaken at NACS in Port Moresby, PNG, over a period of six weeks. During the investigation, background particulars of participants, events, components of the research topic and themes and their relationships were identified, recorded and analysed, in order to meet the objectives of the research topic. The analysis involved the extraction of data from the interview sessions and integrating it with those responses from participants, which were received through the Survey Questionnaire Sheets. Due to the large amount of raw data collected, sampling and coding procedures were used to classify this large volume of information.

The manual data reduction and analysis process started in the field began with transcribing and editing of the recorded interviews into a written document. As suggested by Gillham (2000), each interview text was transcribed and recorded in turn. The process involved reviewing of contents and highlighting of substantive statements; and materials, repetitions or digressions not relevant to my research were ignored. Each interview and questionnaire was examined case-by-case, in order to establish their main subject matter, the patterns of responses and variations. Outputs and observations were continuously appraised, until a clear idea relating to the contents had appeared and the value of the data was gradually developed.

In regards to data analysis, suggestions concerning data interpretations, offered by Burgess (1989) and Yin (2003, p.109), were taken into account. This involved significant consideration given to only two of the five recommended techniques for analysing case studies: In this case, the 'concept pattern matching' and 'explanation building' were applied; while due to the nature of the data, time series analysis, logical modelling and cross-scale synthesis were not used. According to Yin, pattern matching techniques are used for explanatory case studies and data analysis is best undertaken by the use of a constant comparative method to classify and identify relationships.

During the process of analysis, a continuous effort to integrate and link similar categories and ideas was developed and used. Responses from participants were highlighted and grouped into discrete categories, each falling under a newly created sub topic and all corresponding with the research question and the main research topic. The lists of these identified sub topics were then repeatedly read and a new layout was developed. These were then further classified, by combining them into similar categories. The same step was repeated with each question throughout the entire questionnaire sheet and throughout the whole process of analysis until all changes were made, separated and completed, prior to interpreting and amalgamation of the information. This same matching process was repeated with every edited interview transcript.

This chapter on results and analysis presents the research finding in relation to such managerial traits as command & control, project training, project knowledge and staff motivation, and explores how these elements influence project implementation *culture* and *practice* of public managers of NACS in Papua New Guinea. The results are based on the interview sessions and questionnaire responses received from the participants, beginning with a general background summary of the survey instrument and personal details about the respondents. It is then followed with a systematic analysis of the main survey questionnaire areas: leadership issues (command & control) elements; prior project management training; levels of project knowledge attained by project staff members; and concludes with employee motivation.

## **5.2 Survey Instruments**

**I**n order to conduct this survey, the researcher had to identify those people who have been involved with a diverse set of roles, relationships and experiences within the organisation. As noted previously, initially, thirty staff members, comprising of mostly members from the various project implementation sections within NACS volunteered to participate in the study, however, only twenty-three participating members (stayed on) and responded by completing the survey questionnaire sheets.

The research examined aspects of project management, arising from a range of dynamics and perspectives, in order to determine whether or not management practices and the culture of the project staff influenced, in any way, project implementation in NACS. It was imperative that the contexts in which ‘how things happen’ were analysed, in order to highlight how: decisions are made; projects are put together; staff members are organised; activities are coordinated in NACS; and how they are gauged and established. This was accomplished by way of correlating the relationships of the volunteer participants, with their roles in NACS. Appendix H shows the summarised tabulation and the categories of respondents. The employment duration of the staff members’ association with NACS is shown by the number of years experience working with the organisation. See Table 1 below.

**Table 1          Role & Experience with the National AIDS Council Secretariat**

<b>Experience in Years</b>	<b>Respondents</b>	<b>Role</b>
10 +	2	Director/Assistant Director
6 - 10	6	Executive Manager
3 - 5	9	Project Manager
1.5 - 2	6	Project staff member

**Source: Fieldwork**

From the 23 personal interviews, two of the participants claimed that his/her term of experience with NACS exceeded 10 years; six participants have been with the organisation six to ten years; nine have served periods ranging from three to five years; and six participants have less than two years of employment experience. From the above table, we can see that the majority (15) staff members have served a time of less than six years in their jobs, (6) served a period of more than five years and only (2) have been with NACS more than ten years. This means the bulk of the staff in the project teams in NACS are quite ‘young’ and are still ‘juniors’ in their roles, and most importantly, to efficiently manage well their limited resources. This perhaps explains the reasons for NACS’ management of being ‘timid’ in their attitude when they are performing their responsibilities.

It was also important to establish the variation in the nature of roles and relationship, in order to attain a complete range of perspectives on the issues under study. One person indicated his current role as the Acting Director and four indicated their positions as Executive Managers. Three participants identify themselves as program managers; five as project managers; five as facilitators; two as NGO representatives; and three as representatives of the stakeholder groups. From these respondents seven participants are on part-time attachment with NACS, and hold positions as experts to help guide and train the full time project team members of NACS. (See table 2 below).

**Table 2        Roles and Relationships of Participants of NACS**

<b>Participant (23)</b>	<b>Roles &amp; Relationships</b>
1	Acting Director
4	Executive Managers
3	Program Managers
5	Project Managers
5	Facilitators
2	NGO representatives
3	Stakeholder group representatives

**Source: Author**

Three participants indicated that they were performing dual roles since taking up employment with the National AIDS Council Secretariat. These roles include coordinating logistics, provincial liaison and supervision of resources. One respondent claims that he performs the roles of a receptionist and serves customers at the counter. Three other participants indicated themselves as only recently being elevated to their present positions of programme/project managers. Similarly, two respondents were recently re-allocated new roles as executive managers, as part of a local on-going internal up-sizing exercise. Almost two-thirds of the interview participants stated that they have had other employment experience elsewhere, prior to joining NACS. The relevant aspects, which comprise the management's philosophical pattern for implementing projects in NACS, are provided in the following discussions.

### **5.3 Leadership**

When the issue of leadership was discussed, many participants in the study willingly express their views and openly described what (they think) a suitable leader is, basing their comments on the talents and the ability a manager would have to effectively command, control, use initiatives and make decisions. Comments were also received on their style of leadership (how they lead members of the project team) towards achieving the organisation's objectives. The leadership aspects as indicated by many participants highlighted the manner in which leaders in NACS adapt themselves as project managers, vis-à-vis to the internal and external demands. On average, a manager in NACS serves a two year term. When the roles of managers' were analysed in Table 2, it further showed the majority (15) of them to be more professionally aligned towards their tasks and (8) to their project teams. This meant that many managers were paying more attention to their individual roles, than towards upholding the 'role-culture', even taking measures towards 'policing' the organisation's work ethic, importantly, to lead the project team. During the interview, and as stated by a 30-40 year old female, it was noted that the culture of leadership in NACS is influenced by the culture of 'wantokism', an aspect of PNG societal culture that is thoroughly embraced, even inside government institutions. The role and relationship in Table 1 shows project managers and members of project teams of having very 'short time' of leadership exposure. Also from the interview responses of three participants, the capacity of project managers to lead is restricted by the short period of experience they had in their role. Noting from such comments coming from the participants, some project managers have to put up with a lot of pressure when they are working under extreme public scrutiny, in order to implement the goals set by NACS in the NSP. The findings on each aspects of leadership are analysed and presented below.

#### **5.3.1 Command and Control**

Sixty five percent of the participants in the survey stated that elements of command and control required tightening, while fifteen participants expressed the view that leaders seemingly were losing control of their situations. This was claimed based on the fact that some leaders were not instituting, negotiating and openly discussing the

rules and issues of mutual concern with their staff members. The response clearly showed that the 'standing management guidelines' were being disregarded and not followed (by the project staff), and that there is a breakdown in the consultation processes between the top management and the project implementation teams. Six participants (25%) commented on the need for managers to properly 'control' their subordinates. They are claiming that if this is done properly, then more coordination would result for NACS, and the efforts of every project staff members can be directed towards the objectives. However, despite those responses, eight participants (10%) were optimistic about the situation and additionally stated that conditions will improve over-time, as staff members become accustomed to their jobs. When asked about leadership and the command and control abilities of managers, one participant responded:

*"Many managers have allowed their programme and project staff to travel out to provinces; thereby, using up funds and resources on unplanned tasks or activities. There is a dire need for co-ordination and control in NACS"... "strong leadership is required (from the top management) to take control and instil discipline, to deny such abusive practices" (31-40 year old female).*

Two other participants' state:

*"Programme and project managers must take control of their subordinates and need to make and take decisions promptly"... "they need to have the drive and commitment so to be respected by peers and management alike" (50 + year old male).*

*"The manager does not take time to even correct or discipline his/her subordinates, because they come from the same province and all speak the same dialect. In fact, no time is taken (even by the top management) to address these issues" (31-40 year old female).*

From the Survey Questionnaire Form, many participants expressed the view that project managers have little understanding on how to implement projects. Fifteen participants stressed the need for 'the management group' to build unity by bring together members of the project teams that are working in isolation. Nevertheless, almost all the participants agreed that the many different functions performed by members of the organisation needed to be streamlined or integrated in order to contribute well to the result. The need for co-corporation was seen as being significant.

### 5.3.2 Initiative and Decision Making

The discussions around the issues of leadership, the use of initiative and abilities of managers to make decisions, collected a range of response from the participants. Fifty-two percent of the participants indicated that programme and project managers are not offering them opportunities to engage themselves in decision making roles. Middle managers and supervisors are mostly of the view that ‘top management’ is acting independently in making important decisions. According to the responses received from participants, this is because the members of the project teams are often not consulted and feel as being ‘left out’ from participating in the process. Ten participants spoke of the need to improve levels of communication both vertical and horizontal lines amongst project managers, staff members and the top management team. Five participants were unsure and the remaining six were content with the current situation and did not provide any comments.

Many participants however recognised the aspects of ‘initiative and decision making’ as essentially an inspiring factors that ‘glues’ the management and the project team together. However, more importantly, a few of them express the fact that the involvement of the project teams in the decision process will see more staff members becoming interested in participating and sharing their ideas and opinions. In such situation a consensus, team efforts, and a sense of *esprit de corps* amongst the members of a project team, can certainly lead to the team being fully engaging and operating within a motivated climate.

### 5.3.3 Leadership Style

According to the Survey Questionnaire results, many participants were clear on the style of leadership there is in NACS. Rather than commenting on the style of management displayed by one particular group of leaders, 87 percent of the respondents spoke of the issues or factors which either facilitates or prevent managers from becoming effective in their leadership roles. The survey showed that project managers were regarded as lacking self esteem; were poorly motivated; have low job interest; and are themselves very casual in their carrying out their

duties. Generally, the consensus is that managers are professionally driven by their primary responsibilities. From the survey responses, three female and two male participants claimed that managers work individually to accomplish their own roles (serving the reasons for which they were recruited in the first place) as specialist, than as leader, a manager or as a strategist, who is enthusiastic enough to take on the 'tactical' responsibilities. Four such responses received from participants on issues relating to leadership style are provided below.

*"To achieve results and success in a project, one needs a collection of skills (not only that which a specialized or professional training can produce) that demonstrates his/her ability to lead a team. You are working with and through others and using these skills to inspire and direct a group of people to perform willingly and enthusiastically throughout the project and this can be a tiresome problem" (41-50 year old male).*

*"Leadership involves a social influence on others and drawing from each other, by structuring activities and relationship that are performed within a group" (31-40 year old female).*

*"Leaders must have a vision. He/she must be able to inspire others by example and take the lead. The organisation (NACS) is looking for leaders who can inspire people and take them to the next level" (20-30 year old female).*

*"This organisation is in need of leaders who can strategise; that is, be able to put in place a deliberate, systematic process of development and implementation" (31-40 year old male).*

Such responses clearly show that project and programme leaders function in at least two dimensions: Firstly, leaders have to be more 'realistic' and 'considerate' towards their subordinates. Their actions have to demonstrate values of friendship, mutual trust, respect and warmth. Secondly, leaders have to 'initiate structure' that will see themselves (as supervisors) organising and defining group activities. Managers are expected to clearly state his/her relationship to the group. Basically, this is what the managers are not doing as they are supposing to.

There is no definitive measurement standard available in NACS which the researcher could use to 'measure' suitable level of effectiveness of leaders or managers. Accordingly, there

is ambiguity about the effects in the ways which participants see leaders and managers exerting influence over others. Clearly though, leadership is an area of central concern to the study participants and elicited the strongest responses from them. The thesis will now proceed to reflect on the comments received from the question relating to prior project management training and development.

## **5.4 Project Management Training**

**D**uring the interview and from the tone of the expressions made by participants, it was quite clear to the researcher that they were not forthright or speaking openly about prior project training. Many had varied opinions, vis-à-vis the discussions and issues surrounding prior training related to ‘management and implementation of projects’. Nevertheless, two 30-40 years old females, two 31-35 years old males and two 40- 49 years old males clearly spoke on the needs and benefits of education and training. Almost every participant (somewhat cautiously) agreed that “appropriate training and development is important”, in order for them to successfully implement projects. More so, three participants also recognised appropriate training as an essential catalyst that will enable them to competently carry out their set of responsibilities.

### **5.4.1 Project Management Education**

**S**ixty-five percent of the participants believed that the selection criteria used to recruit management staff into NACS has been on individual merit, based on the basis of their qualifications, hence - the aspects of project training would have been an essential factor taken into account, prior to their recruitment. Twenty-two percent of the members of the project teams indicated that they had sat in lectures and tutorials on project management as part of their undergraduate coursework at universities, and therefore, claimed to already having sufficient knowledge of the theoretical underpinnings of the project management concept. Nevertheless, many participants comment that they would “like to attend further project management training”, in order to improve their skill level if they are given the opportunity to do so. On the contrary, five participants say a great deal of their knowledge of project

management concept was acquired through years of ‘practice’ and much of their ‘experiences’ were acquired by actually doing project work. Yet, twenty participants (all except three) did strongly express the need for a planned approach to project management learning.

Some responses of participants, on the issues surrounding project management training are as follows:

*“I am only a project team member and work under someone; it is my boss that needs that kind of training, so that he can manage our team well. With good project management training, he can assist us to increase our understanding of the reasons for change and provide us with knowledge and skills needed to adjust to situations and challenge” (20-30 years female).*

*“I am sure, I would like to attend one if given the opportunity. Although I did not have any formal training in project management; I am depending very much on my natural instinct and experience. I have not taken any approaches to improve my management skills” (41-50 year old male).*

*“No, I have had no formal training at all, although I am a university graduate, I majored in health statistics and project management was never part of the courses I did. I am only learning it (and doing my very best) in doing my job” (20-30 years old female).*

*“Staff working here are recruited through the ‘wantok system’ that is very much embraced in this organisation. It does not matter whether they’ve the right training or not, that is their business; so long as I am working and earning a salary to pay for my life basics” (31-40 year old male).*

Such views held by these participants certainly encompasses a narrow perspective of what ‘proper’ or skill enhancement training is all about, and what it can do, in addition to the benefits a person can gain from it. The view expressed by the project team may possibly reflect the ‘beliefs’ and the ‘attitude’ held by NACS’ staff towards training and learning, and the degree of importance attached to it. However, it certainly shows that few participants clearly understand the correlations between a person’s level of training and its value. This was indicated by the acknowledgements received from some participants:

*“Since we are faced with the terrible effect of HIV/AIDS in this country, it would be nice to attend some training on ‘how to manage a project’ so that we can carry out*

*our activities well. Training in project implementation is needed by all of us here” (20 –30 years old male).*

*“Project management training for project and programme staff is paramount, particularly for all supervisors and team leaders. This is necessary so that limited resources can be utilized well” (31-40 year old male).*

*“Oh yes, my word, I think project management or project implementation training is very very important for all of us here in NACS” (31-40 years old female).*

The issue of project management education is quite obvious. Judging from the responses received from the participants, many participants favourably stated that project management training is necessary for the strengthening of performance at individual, a team or the corporate level. Such education provides insight, enhance and improve quality and uplift the intensity and level of services provided to clients. The level of understanding regarding this issue amongst the participants was clear. Many of them believe that skill training will make staffs of NACS become more aware of their roles, be open and willing to develop a positive culture in their approach towards work and their organisation.

#### **5.4.2 Training in Project Implementation**

Turning to project implementation (relating to project management), from the 23 participants who completed the survey Questionnaire Sheet, thirty percent indicated of having received specific training in project implementation. 22% indicate that they taught themselves ‘doing-the-job’ and 13% of them claimed to have received training (on project implementation) during their university undergraduate coursework. Some members of this group have also attended seminars and short courses on project implementation. 35% of the participants commented that a great deal of their understanding of project implementation was acquired through supervision and mentoring received from their supervisors over the years of exposure. All of these findings nevertheless support the ‘call for’ project implementation training. Suitable project implementation training (or lack of it) was one of the factors highlighted in the literature review in Chapter 2 earlier, in which Mayors (1999) stressed the need for project staff members to have the necessary knowledge and skills needed to successfully implement projects.

*“No, although I have received a university qualification, I did not come across any training opportunities specifically centred on project implementation. I am doing my very best to learn everything about it in my job” (31-40 years old male).*

*“Coming from an IT background, I do not have any formal project implementation training exposures at all. I hope one day, someone will give me the chance to attend training in project implementation” (31-40 years old male).*

*“No training in implementing projects at all; I am only learning it as I am doing my job. Yes, I have attended some seminar programmes and short courses on project implementation; I still need to fully understand the whole concept” (20-30 years old female).*

*“Yes, did it during my lectures while studying at the university - also have field experience, including industrial training” (31-40 year old male).*

*“Yes, I attended project implementation during my postgraduate studies. I have also completed some training on programme planning and implementation procedures” (50 + year old male).*

According to these responses, it is clear that participants who have undergone some form of training and job exposures feel more confident in their job, then those who have not received any training at all. Specific training has meant a great deal more to some, in terms of contribution and performance. For them particular training on project implementation mean: improved level of self esteem; self motivation; ‘status quo’ and some degree of autonomy. This group of participants explained that training in project implementation enabled them to become responsible and this inspired them to lead others with confidence. However, five participants commented that those with training should conduct regular in-house teaching sessions to train other members of the project teams; aspire; and motivate others in order to successfully achieve NACS objectives.

On the other hand, some respondents without any training in project work argued that project training should not be overlooked by the management group, rather, any training opportunities relating to project implementation be made available for all staff members of the programme and project team to attend. This, they claim is an essential step taken towards improving their level of performance in NACS. Many have stated that managers are required to clearly understand their tasks enough to coordinate and guide their staff members through the processes, and ensure there is consistency throughout the geographically dispersed organisation.

### **5.4.3 Suitability of Training**

**F**ifteen participants spoke in favour of suitable training. Many said that training certainly contributes to an increase commitment that would allow project staff members to clearly appreciate the mission and objectives of the organisation. Many participants, (at least 16 of them) agreed in favour that training would enlighten staff members to manage change by increasing their level of understanding of the reasons for change. Such training would also raise the level of knowledge needed to adjust to situations. All 23 respondents favour performance-related training, specifically tailored towards enhancing their performance. Sixty-one percent recommend residual training in project management, project implementation, project activities scheduling and project evaluation. Thirteen percent indicate training in general areas such as planning, organizing, coordination, resource management and the use of management software. Nine percent, (only two participants) prefer specific training in areas of decision making, conflict, stress management, and communication. Similarly, four participants note the need for training in the areas of programme analysis and programme design. Many also suggested the concept of ‘on the job’ attachment for programme and project staff members, in recognised institutions with similar roles. In this way, NACS staff members can receive practical assistance and/or be trained by competent practitioners. Some additional topics identified by the participants for inclusion in such staff training sessions can be found in Figure 1.2 below.

### **5.4.4 In-house skill training**

**A**ll 23 participants were in favour of in-house training. Sixteen participants would prefer seeing the top management team implementing it sooner, rather than later. Sixteen participants say that “capacity development” of project team members, through conscious or instinctive learning be urgently supported by a coaching expert or a counselling facility on a regular interval. When asked if they would prefer holding an in-house training

sessions at a regular basis, some responses received from the participants are provided below.

*“Since training is a continuing progression, it should be directed towards dealing with issues affecting staff the most. For instance, ‘a problem based approach’; training that is planned to fill in the gaps between what people can do and what they need to do, now and in the future” (50 + year old male).*

*“There are changes taking place all the time everywhere, and this is no exception here at the National AIDS Council Secretariat. Most people do not cope with changes; therefore, in-house training concept on a regular basis is important” (41-50 year old male).*

*“It will be very useful and this will help enhance and rejuvenate the life of everyone to carry out their respective activities well and contribute to reducing the spread of HIV and AIDS in Papua New Guinea” (20-27 year old female).*

*“It would be good if we had a lot of expertise in the organisation and the work culture changes. One way is through regular in-house training. At the moment, NACS’ capacity to coordinate activities is gradually being built” (20-30 year old female).*

*“Both the middle management and senior management levels alike, lack the leadership skills needed to manage - a regular in house skill training may help us sort this problem” (41-50 year old male).*

Twenty-three participants spoke in favour of such training and one commented, “a regular and on-going in-house training of this type ought to include the involvement of management tools and the technical aspects of programme and project control”. This type of training must be provided to members of the project staff, in order to develop their competency level. This is necessary in order to improve staff performance. Moreover, four participants strongly express that every worker in NACS be assisted to improve their abilities. Many participants claim that if this is done, the organization’s human resources needs could be easily met from within. One person with a teaching background commented:

*“... the concept of in-house training reduces the learning time for employees starting in new jobs on appointment, transfer or promotion, and it ensures that they*

*become fully competent as quickly and economically as possible” (41-50 year old male).*

Some participants were able to clearly articulate the advantages of ‘internal training and continual learning’ and clearly point out that “such an undertaking would yield greater benefits to individual workers”. Twenty participants were in favour of having internal training “being harnessed and expanded, so that members of the project teams could become more familiar with their organisation, the colleagues and the roles they have to play”. Eight participants stated that training will also expand their level of understanding projects, so that members of the project team can think more critically and become more adept to their job.

On the question of ‘how to sustain an in-house training scheme’, thirty-five percent responded that it can be done internally on a long term basis, by having supervisors, middle level managers and project staff, working together under the guidance of experienced managers. Twenty-six percent of them however think that “a job exchange scheme involving junior managers and staff with an external organisation doing a similar job” is a better option to take. Such arrangements, they claim, can yield reciprocal learning benefits. Benefits from such training include: excellent opportunities for networking with others; direct exposure to those who are involved to see and learn from other managers or staff; see ‘how similar conditions are handled in other organisation’; and it allows for staffs to learn new approaches or techniques. On the other hand, just over 21 percent, prefer to have an outside expert ‘engaged’ on a regular basis, to conduct specific training sessions for staff members and managers. The remaining 17 percent called for NACS to develop its own training manuals, or put in place its own in-house training policies, so that, in the long run, these instruments could become the guiding tool for its future training requirements. The variety of responses (above) reveals a diversity of opinions surrounding this issue. Obviously this clearly shows a lack of consensus amongst the members of the project team in NACS about the best way to develop and sustain in-house training, and plainly demonstrates the need for harmonising, internal networking and collective planning.

## 5.5 Project Knowledge

When asked whether or not they had familiarity of project management work, prior to joining NACS; the responses were similar to that of the question on project training mentioned earlier. Many participants were uneasy when asked about the level of knowledge they possess on managing projects. It was obvious that most participants were not willing to discuss this subject openly, and even if they did, it was very brief.

Nevertheless, ten participants clearly articulate that having the right level of knowledge to manage project was absolutely necessary. Despite being cautious, five participants could still describe, explain, and link project training with that of knowledge. Seven participants acknowledged “a great deal of benefits” could be derived from projects if one receives a suitable level of training, and “is knowledgeable” about project work. However, only a few of them agreed that as members of the project teams, there is need for each person “to know what he/she is doing”, and stated that expert knowledge of implementing projects is essential.

On the other hand, eight participants were in support of the views held by Frigenti and Comminos (2002) that “a project requires knowledgeable professionals who are low-key and unassuming, are task driven and energetic” (p.6). Twenty participants agree that any weaknesses in implementing projects well can be overcome with members of the project teams being assisted well by those with suitable training working together. In addition, eight participants stressed for the need to have people in the team, who are willing to try out something different. Five participants commented that staff effort would require guidance and direction from leaders, with the right kind of knowledge, who can manage and get the job done. This means appreciating and understanding the purpose for which the organisation exists and the type of environment in which it conducts its business.

When participants were asked to provide their honest opinion about themselves and to rank their competency or ability to implement projects, 30 percent of them indicated of having “excellent” knowledge about implementing projects. 11 respondents indicated of having a “satisfactory” level of experience in project implementation work. On the other hand, 13

percent admitted to having only an “average” level of knowledge. Of the total, 26 percent, claimed that a great deal of their understanding of project implementation was “learnt whilst doing their job”. The remaining nine percent decline to indicate their knowledge and ability level.

When participants were asked to identify the ‘measures required by staff members to improve their situation’, which would support their level of knowledge on project management and project implementation in NACS, a significant variety of responses were received. Ten participants were in favour of having a regular in-house-training schedule, which must be supported by a consultant or a group of academics from the University of Papua New Guinea. However, forty-three percent of the participants identified certain topics and suggested “learning modules be developed” around these topics. These items are grouped into three areas comprising: (i) general management knowledge, (ii) communication in its many forms, and (iii) leadership at the entry management level.

By adopting an approach based on the training model suggested by Gaynor (2004), courses can be designed to help the newly appointed manager get on track more quickly. (Figure 1.2 offers a basic learning model for all entry-level officers)

**Figure 1.2 lists of suggested basic learning modules for newly entry managers**

<b>General Management Knowledge</b>	<b>Communication</b>	<b>Leadership</b>
Fundamentals of Managing	Intro to Communication Skills	Attitudes and traits of leaders
Working in Teams	Learning to listen	The pros and cons of taking the lead
Working as Individuals	Communicating with peers	Demands on the Followers
-	Communicating across disciplines	Demands on the leader
Project classification & selection	Communicating with customers	Organizational leadership
Financial Implications of decisions	-	Developing Leaders
Effective Information system	Making a business presentation	Team Leadership
Systematic dev of needed skills	Impact of Comms on teamwork	Creating a leadership environment
Fundamentals of Motivation	Fundamentals for making presentation	Taking the lead

**Source:** Gaynor, G. (2004).

As indicated by the above table, participants would rather see programme managers in NACS being coached and assisted in the areas of decision making. Almost every participant agreed in principle that a career in management requires an “appraisal of interests, knowledge, skills, attitudes, personal characteristics and experiences”. Many were in agreement that chances are, unless managers clearly understand what is required of them, it is highly likely that they will not confidently fulfil their responsibilities or be willing to carry out their roles.

## **5.6 Motivation**

According to the responses received from the participants, and more broadly, the researcher found that motivation was a complex subject to quantify and adequately measure in only one brief encounter. Perhaps, it would have been easier (and the result would have been different) if the interactions of participants were analysed and recorded over a period of time, based on how they react with each another in a group situation. From the detailed interview, eight participants contest that people’s behaviour at work, to a degree, hinge around a persons’ trait such as abilities, aptitudes and personality. Twelve participants recognised motivation as somewhat concerned with the strength and/or the *needs* of every individual based on individual *goals* within his/her environment, which can be stirred up towards or swayed from their individual needs. Three participants were of the opinion that the process of motivation, within individuals, is usually initiated by the conscious or unconscious recognition of an unsatisfied need.

### **5.6.1 Level of Motivation**

When the participants were asked about the level of motivation in NACS, 17 percent of them graded the level of motivation in the organisation as ‘very high’. The reasons given for such rating are that “timely feedbacks and complements are received from their supervisors” for each accomplished objective and performance. The same group affirmed that motivation is matched by strong work linkages exist

between group performance and outcome. They claim that such connection alone becomes the means to satisfy their needs. Perhaps, this explains why extrinsic motivation – for example, an incentive or bonus scheme – only works if the link between effort and reward is clear and the value of the reward is worth the effort. Some comments from the participants are as follows:

*“There are many on-line courses and training programmes offered and I am looking forward to attending some of this trainings to build up my ability to do my job well” (41-50 year old male).*

*“I am motivated by what I do best and to do it with the best of my ability, to contribute towards minimising the spread of HIV/AIDS in PNG. I have always wanted to work in the field of HIV work” (20-30 year old female).*

*“One of the motivating factors leading to high rating is that the staff enjoy a ‘para-statal’ status making this organisation to be ‘better’ working environment than what you will find in the government bureaucracy” (50 + year old male).*

Six participants or twenty-three percent however, grade the level of motivation in NACS as ‘average’. The reasons for such grading were: failure of the organisation to acknowledge individual effort and contributions; lack of staff incentives; no effort made to improve working conditions; lack of opportunities for further training; and a lack of management and control mechanisms in place.

Such comments received from this group aren’t unexpected. Quite possibly, morale, being an individual variable, is related to the feelings that employees may have about their jobs. These feelings have a great deal connection with the perceptions that people have about how they are being treated, as compared with others. Three examples of these responses are as follows:

*“My supervisors have miserably failed to recognise and acknowledge the contribution I have made to this organisation in the last 10 years of employment with them” (31-40 years old male).*

*“No, there are no incentives in place for staff other than the normal salary. Even if we can meet and have some social functions together, this would be nice”... “the HR manager needs to get his acts together” (31-40 years old female).*

*“Incentives, such as opportunities for further training for project staff are not there. Only friends of the HR manager or top management team are selected for short term training”.... “Indications of friendship, mutual trust, respect and warmth are definitely missing” (41-50 year old male).*

There is no doubt that such responses are indicative of insensitivity and lack of staff supervision (carried out) on the part of the management team. This is possibly one of many factors which affect satisfaction levels and attitudes of the workforce in NACS. Perhaps, it is also true to say that a great deal of staff members would rather want to interact with each other in the workplaces. There is no doubt when relationship between ‘consideration’, ‘connecting’ and ‘contentment’ is firmly established, satisfaction, self-esteem and productivity can progress from it.

Thirty percent, seven participants pointed out the level of motivation in NACS as ‘low’. Three participants expressed the view that they were not being fairly treated by their supervisors, compared with other employees or one relevant other person. Two participants provided the following comments: “unacceptable and unethical attitude” is high amongst senior executive managers; self-discipline is required in the approaches of many programme and project managers; bribery and dishonest practices is considerably high amongst managers. Four participants commented on issues connected with their jobs, and point out some factors contributing to low staff morale: lack of institutional policies on operational and administrative matters; ‘below average’ quality of leadership and supervision; irresponsible attitudes; performance of dual roles and responsibilities; and the low government salary cap.

Finally, twenty-two percent of the participants denote the level of motivation in NACS as ‘poor’. The reasons for such grading were “incapability of supervisors and managers to take control” and lead the team; absence of quality management practice; too much in-subordination; in-fighting amongst managers and staff members of project teams; the office of the director not being supported by the senior executive managers; staff morale on the decline; lack of direction from the leadership; vertical and horizontal flow of communication is absent; and a lack of collaborative strength and efforts to co-coordinate tasks.

The most common concerns, amongst participants, are the obvious lack of attention and transparent management culture and practice, displayed by managers and supervisors in NACS. The feedback from participants indicates that the management teams, in general, are not doing enough to develop effective management and change. Some comments from participants demonstrate these concerns.

*“Obviously, the management lacks clarity in their leadership roles and direction. There is no line of communication; even if there is any, it is seriously marred by insubordination and backbiting amongst managers themselves” (41-50 year old male).*

*“There is disharmony and corruption in the system which the government needs to quickly come to grip with” (41-50 year old male).*

*“If they believe that the basis of productivity lies in the hands of the ranks and file they don’t just play ‘lip service’. People are our most important assets. The management team has to do something about encouraging commitment and getting everyone involved” (20-30 years old female).*

*“The people who run the organisation need to get close to those who work for them and ensure that the organisation’s values are understood and acted upon” (31-40 year old male).*

Responses of one 41- 49 year old male, one 20-30 year old female and two 31- 40 year old males emphasised the significance of managing changes. They were of the view that managers have to ‘bring about changes’, lead, and help guide the organisation to triumph and progress. Sixteen participants indicated that this be amended by developing an organisational structure which provides ‘harmony’- not conflict – thereby, creating good interactions with their clients. According to the survey, the organisation has to ‘remain open’ to new ways of doing things.

When participants were asked if NACS has any motivational strategies in place, 70 percent of them stated “No, there is none in place”. Twenty percent claimed the only motivational incentive they know was their remuneration package. However, the remaining ten percent proposed that, in order to have staff members motivated, incremental remuneration packages be awarded for every achievement made. According to the literature review earlier, and since motivation is relative of the relationship between performance and

reward; motivation, as rewards could include: a rest, bonus, promotion or even selecting staff members for further training, or an awarding a certificate of achievement.

## **5.7 Staff Relationship with Supervisors and Management Team**

In describing the depth of his/her relationship with his/her supervisors, between other members of the group and the management team, a variety of responses were received citing “the need for belonging”, as the most essential motivational ingredient missing in the organisation. Thirty-five percent (8) rate their relationship with their immediate team as “excellent”. This is because every member of the team understood their task well and the sense of “togetherness” was present amongst them. Thirty-nine percent (9) grade it as “satisfactory”. This view was attributed due to the fact that there was an “open communication” flow, “respect”, and “sense of job security”, by members of the team for each other. On the other hand, 9 percent (2) rate it as “average” reasoning that “people seem to work in isolation” with very “little communication” amongst each other; staffs are not “prioritizing their tasks”, and there is a great deal of “procrastination” by junior staff going on. The remaining 17 percent (4) did not provide any ratings nor made any comments.

This chapter has presented findings and discussions based on the analysis of the data collected from the participants of NACS who shared their perceptions, perspectives and attitude relating to the status of project implementation culture and the practice of the programme and project teams members of that organisation. The reflections of this case study include comments from consultants, donor agencies, representatives of NGOs and the Health Department, programme facilitators, and staff members working in NACS, who all participated in the survey. Criticism from participants ‘brought to light’ a great deal of information and provide insights worthy of consideration. The findings have categorically highlighted many pressing issues affecting staff performance and job satisfaction. In summary, these perturbing findings include: quality of supervision; command and control; extrinsic and intrinsic motivating factors; factors leading to success or failure and the working groups. Accordingly, the views of participants clearly shows many misconceptions and disappointments (occurring in the work place) are a direct result of a

lack of awareness by the management team that those issues actually exist. Many issues exhibit negative signals on the ability of the top management group, sections and programme and project team leaders to work together, in order to address them.

The quality of responses obtained from the participants as a result of the survey clearly shows beyond doubt that many participants are professionals in their own right, and certainly have the intelligence to effectively contribute towards the purposes of the organisation. Perhaps, the most positive step NACS' management could take is to tap into the talents of their staff members, and put into use some of those abilities staffs already have, in order to turn the situation around. Participants have offered many valuable insights and information about relationships, team roles and leadership, including management style and other related issues, which affect the organisation based on their experiences. All of these insights can be adapted, explicated and used, in order to address the many deficiencies that are affecting the organisation's capability and performance. These issues will be discussed further in the next chapter.

## Chapter 6: Discussions and Conclusion

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This dissertation is based on a case study carried out in the National AIDS Council Secretariat in Port Moresby, one of the state institutions in PNG, which aimed at investigating specific ‘managerial aspects of project implementation culture and practice of project managers’ The ensuing discussions and conclusion in this chapter reflects on the disposition of ‘organisational culture and practices’ of programme and project managers and the philosophy the project staff hold towards projects in NACS, specifically on how their performance ‘fit’ between the external socio-ethnic factors (Wantok system) and that of their own institutional arrangements.

### 6.1 Conceptual Underpinnings

The search for factors influencing the success or failure of projects has been of great interest to development researchers and academics and practitioners alike. A great deal of research on the subject of the project management concept has focussed on optimising the project management cycle at large. In fact, a good deal of work carried out by researchers has centred around the aspect of improvement itself, and the development of methods aimed at aiding project managers evaluate their actions objectively, and more importantly, towards finding the means to allow them to evaluate their projects well. For example, there has been progress towards developing a ‘decision support system’, which would reinforce systematic decision-making processes during project implementation. The situation in the National AIDS Council Secretariat, to a great extent, may possibly be consistent with that identified by Hughes (1990) earlier who stated the reasons for project failure as largely attributable to imprudent project management practice, when the most basic and obvious principles of management are ignored, and not because failure is in a complex (technical) area” (pp.14-18). This argument reinforces the view that project failures have more to do with the lack of ‘best standard of practice’ by project staff members, rather than a lack of technical competence. Arguably, it could now be stated that the reasons projects fail typically lie on project managers or the project staff members, who may perhaps lack the

expertise in the areas of ‘business like’ management experience; the use of formal methodologies; project approaches based on flexibility and simplicity; and the ability to utilise software packages, as tools for managing projects. Therefore, the rationale of the survey undertaken was focussed towards ‘analysing such managerial characteristics as leadership (Command & Control), training in project management by managers, knowledge of the project, and staff motivation, and how these attributes were applied by managers in NACS, and their ability to influence project implementation output.

From the findings of Chapter 5, via the responses of project staff members themselves (from the interviews), the weaknesses and shortfalls in the areas of command and control in the ‘way things are carried out’ in NACS are obvious. The participants clearly expressed a great deal about issues relating to current ‘trends’ of management practice and in particular, the Wantok system culture in NACS. Issues arising from unsatisfactory planning; lack of top senior management involvement and support; ignorance of good practices and organisational culture; ad hoc project selection and prioritisation; lack of emphasis on cross-functional coordination; lack of upper management interface with project managers; the inability of the project support office to coordinate the project; lack of project manager career paths; and training not being given priority were some issues that clearly stood out. The rapid recruitment exercise undertaken by NACS, over the last eighteen months (with staff without proper training) to fill the positions made vacant by the exit of donor support groups, makes in-house-training all the more necessary for many newly appointed staff members. The quicker such training takes place in NACS the better it will be to assist the staff do their jobs well. Separately and under the appropriate sub-headings of leadership, project knowledge, project training and motivation (as the mantra and framework for the investigation), many related issues will be covered below.

Basing the argument on the result of the field survey, we can argue that the ‘casual approach’ of programme and project managers and their lack of care to ethics and standard practices (to an extent), is affecting the value of projects. This implies that the managerial roles of planning, organising, directing and controlling activities, in addition to motivation of subordinates, are extremely important in order for any projects to succeed. The expressions of experiences by a large number of development practitioners (including those covered in earlier Chapters of this thesis), regarding Papua New Guinea’s socio-economic

development discourse (which includes project management practices) clearly demonstrate the fact that public institutions in Papua New Guinea would rather have ‘suitably trained and prepared’ managers to acceptably manage programmes/projects and thus successfully and responsibly carry out their required tasks. The views of Armstrong et al (2000) cited earlier offer us much needed advice: “a great deal of commitment with plenty of change in attitude towards good performance” is expected of project staff members, if they are to become effective in what they do. Organisations can only progress and benefit from their employees’ improved performance, which in turn will effectively meets the needs of the people it serves.

## **6.2 A case study of NACS**

**T**he National AIDS Council Secretariat was recently established (formally) by an Act of Parliament through the passing of the *HAMP Act (2002)* to deal with the upsurge in the exponential growth pattern of the HIV and AIDS epidemic in PNG. In order to contain this situation, a great deal of the HIV/AIDS response activities of NACS in the country, are instigated by way of projects. One major reasons for selecting NACS for this study was to examine the types of management crisis NACS was facing that had resulted in the management being suspended and investigated for corruption, and also to come to terms with the way in which projects were typically managed in public institution in Papua New Guinea. The study directly involved volunteer programme and project managers as well as the members of the project teams of NACS. During the survey, project staff members were asked to provide comments based on their experiences, and were encouraged to openly share their judgment. In this way members of the project teams were allowed to freely contribute their views, thoughts and explicitly discussed issues linking to project implementation practice in NACS. The use of qualitative and quantitative approach complemented the materials derived in the survey. Having done this, a ‘snap shot’ of the ‘inside story’ was captured about the manner in which programmes and projects were more often than not implemented by state institutions in PNG. The responses of these ‘insiders’ was recorded, transcribed, and analysed by the researcher.

### **6.3 Performance and project management in NACS**

**P**roject Management work in NACS is more than ten years old, despite the organisation being formally established by law only recently. NACS activities involve the implementation and coordination of a large range of activities, at the different sectors within provincial, district and lower level government areas throughout the country. The most fundamental challenge faced by the project teams in NACS (according to the responses), has been the need to find an appropriate definition for the terms ‘activities’ or ‘projects’. It appears that the meaning of the words ‘project’, ‘project management’ and ‘manager’ means different things to different people. As it may seem, and from the results of the analysis of the responses of the project staff members in NACS, components of “weak management culture and practice” are quite clear within the organisation. It was quite noticeable that junior officers are being ‘forced’ to perform senior responsibilities and duties to which they have not been adequately prepared for. Such situations as lack of suitable training, poor level of project management skills (knowledge) and quick promotion are some of the causes responsible for many occurrences of mal-administration and corrupt practices in NACS. The project team members of NACS are claiming that occurrences of practices of negligence amongst the members of the project team and the top management team are true and obvious. This illustrates the need for training for staff in NACS.

It certainly appears the case that there is need for the top management group and senior executive managers to assume control in NACS. Firstly, they ought to recognise the fact that there are problems; and/or secondly, they (managers and project team members) must be willing to accept the fact that such a situation exist; and thirdly, the organisation (NACS) has to commit itself by taking control (of the situation) and have it dealt with in a most appropriate manner. The argument is that issues confronting or challenging the purposes of an organisation ought to be appropriately managed. Every risk factors arising must be resolved to avoid and/or limit damage to the organisation, its plans, programmes, projects and its reputation.

## 6.4 Command and Control

According to the results gathered on the styles of leadership in NAC, the level of performance varies from one individual manager to another. However, a showing of the variety of managers (in NACS) as a result of a comparison made by the respondents on project team leaders is interestingly clear. The participants compared their project team leaders against each other as (1) 'high performance' at one end, and (2) 'people-centred' managers at the other end. Managers of high-performance work groups showed considerable interest towards their employees' conditions. As stated earlier under command and control in Chapter 5, the responses received from two 31-40 year old females and one 50 + year old male showed, few managers in NACS had the determination to move the organisation forward. However, there are other (many) leaders in NACS who are said to be weak and indulge in malpractices, and as such, these group of managers were tagged by many participants as "squandering". This was one of the major reasons the management team of NACS was recently suspended and investigated for engaging in corrupt management practices. Many participants have claimed that within this group of managers, only a few managers would devote their time to planned activities. On the other hand, the analysis of leadership style shows some managers of being easily "distracted". This could mean that, although managers are well intentioned and highly energetic, they still can lack some strong focus. According to the survey, twenty percent of the leaders stay "disengaged". In addition, despite managers being focussed, some could also be suffering low level of drive and enthusiasm in their duties. The survey has in addition shown some leadership to be labelled as "procrastinators" which means that they suffer from poor focus and also lack the initiative to raise their level of performance. Only a few (10 percent) of managers are considered "purposeful" in their outlook, and these managers would welcome any opportunities to set and pursue new goals, which means that they are highly energetic and focused. This group is said to have the ability to make good use of time and can use 'thinking' skills, such as calculating, anticipating, surmising and/or deducing to help them become better in their work.

The leadership style of NACS managers is relative of the degree to which a manager exhibits concern for his/her subordinates and other colleagues, in line with the way he/she

commands their respect. However, from the comments received from one 31-40 year old female and one 50 + year old male during interviews, the current style of leadership of programme and project managers as “not being lenient, are inflexible in their attitude, and are unable to adapt to situations”. Such responses are very similar to that of Armstrong (1991), who insisted that managers and/or leaders should take measures to “create a respectable strong leader-members relations (the degree of confidence and loyalty of members in regard to the leader); task structure (the degree to which tasks are set out), and position power (the amount of authority and support by top management to a manager” (p.229). At the other extreme, (as the results of the survey shows) less than six percent of executive managers and project managers are said by others to not be prepared to provide leadership. They exhibit a type of *laissez-faire* attitude where leaders are indecisive and afraid to make constructive decisions. This group is not interested in managing and is described by some respondents as regarding “their status quo is too important to be threatened”.

Nevertheless, practicing managers could be assisted by an analysis of the above approaches, within which their style of managing/ leading can be assisted and enhanced. However, there is a need for every manager in NCAS to ‘take a stand’ in developing their own perspectives, their assumptions and inclination by adapting (themselves) to each and every situation. Massie (1987) correctly stated when he said “the traits, skills and approaches of leadership are essential factors in the leadership function. No amount of analysing, talking, thinking, and preparing will make up the implementing action” (p.101). Nonetheless, one area which needs to be speedily addressed is the negative culture of leadership in NACS, which has fitted in very well with the culture of ‘wantokism’. This aspect of PNG societal culture has been thoroughly embraced, even inside government institutions, which are the most important ‘engine room’ or channel that is responsible for facilitating the distribution of goods and services to the people. This was one of the major reasons the management team of NACS was recently suspended and investigated for engaging in corrupt management practices.

The HIV/AIDS response activities of NACS appear to increasingly resemble a series of disassociated small projects, with each manager, doing his/her own thing. In fact, many sub-project and activities are undertaken independently by management and their staff

members, through individual cell group responsibilities and diverse expertise. Given these weak institutional set-ups and the shortage of trained manpower, the remoteness of functional teams (particularly at provincial and lower level council areas) allows them to operate virtually independently, and these staff members would not possibly work well with sections, other than their own. There is the possibility that management problems developing out of such arrangements have recipe for tension arising between different working groups. Provincial staff members could also argue that they have very little influence over nationally controlled projects.

Manpower co-ordination at the provincial level in line with the national delegated functions, are areas of much concern. It is quite obvious that personnel from different localities have a tendency to design and implement similar project activities at the same time. Coordination and control measures are required to avoid duplication of effort, time and resources. Moreover, consideration is needed when defining the elements of the project, the efforts, and the required line of responsibility. There is a possibility that these oversights within the institutional structure and processes could jeopardise project activities. Destructive personality clashes (which often occur along the line of command and control), could render the concept of a 'team approach ideal' open for abuse, even to the point that it becomes non-functional. A clear demarcation of responsibilities and function is required between national control vis-à-vis provincial HIV/AIDS response functions, in order that such situations can be dealt with.

The art and practice of managing certainly requires some degree of 'mastering of' the art of communication skills; a breadth of knowledge about the job in relation to the position one occupies; a proactive attitude towards meeting goals and objectives; and personal characteristics that meets the requirements of the organisation; but importantly, the leadership ability of managers to take command, control and lead must be representative and transparent. The issue of leadership concerns the total manner in which a manager influences the actions of subordinates. I agree strongly with Massie (1987) who stressed "the manner in which activities are directed depends upon the manager's own personal traits, based on his/her behaviours and the situation he/she is involved" (p.99).

## **6.5 Project Management Training**

The responses from the survey make it quite clear that team leaders of NACS were directly recruited as specialist to manage the different components of the overall objectives of NACS, rather than basing it purely on their ability to manage and implement projects. A great deal of distinction exists between those (managers) who have had project management training and those who have not had any type of project management training. Those who have received some form of training are more confident in executing the functions of leading, coordinating, directing and control than those who have not had any. Many participants in the survey felt that attention is needed for more organised on-the-job training, to be given to new members of the project team joining NACS. Many participants are of the view that if such training programmes are implemented, it would allow each individual member within the project teams to become knowledgeable about what is required of them – particularly in project work.

Project Management training has been identified as essential for adding value to a key resource – the staff. It means making an investment in people, to enable them to perform better and thus it empowers them to make the best use of their natural abilities. As mentioned earlier in Chapter 4, the rapid recruitment exercise undertaken by NACS, over the last eighteen months (to fill the positions made vacant by the exit of donor support groups) makes in-house-training all the more necessary for many newly appointed staff members. The quicker such training takes place in NACS the better it will equate to successful outcomes. Meanwhile, it is clear most project staff members of NACS are trying to do their job effectively or efficiently. Currently, it is apparent that the impact of NACS' rapid recruitment is affecting NACS' capacity to perform its functions. On the other hand, it is incorrect to assume that competent management practices existed prior to rapid localisation, or to assume that the new waves of recruits and appointees have contributed to a decline in the level and standards of management culture and practices within NACS. Whatever the explanation, it is clear that the absence of specific training in the area of project implementation (amongst project staff members) prompts the need to institute remedial measures as soon as possible to rectify the situation in NACS.

Many participants commented that recruitment of technical and specialist project staff into NACS has been an area of considerable difficulty. The problem of recruitment (as explained by the participants) is compounded by a heavy turnover of project staff members within NACS. In such instances, projects have suffered a great deal from lack of continuity and the required levels of skills for project staff members are often lacking. Skills to lead, communicate, organise, motivate and control are essential aspects of managerial functions needed by managers to implement such activities. Importantly, advice, support and supervision from expert consultants or experienced professionals are important for success, however unfortunately, such arrangements are not in place in NACS and they have not been forthcoming. Delays in the recruitment process and the slowness to fill positions have led quickly to stalemates, with a great deal of delays relating to project starting times, causing disruptions and delays to the completion of certain components within a project. This means that the integration of projects may not take place as project staff members are not available to implement the project within the appropriate timeframe. These situations illustrate a 'gap' in terms of training and highlight the need for skill enhancement training to be given to project staff members of NACS. The onus is for both the Department of Health and the Public Service Commission to scrutinise this process, in order that suitable staff members are recruited promptly and at the correct time for the project's implementation to proceed.

The fundamental importance of training is clear. Training, particularly in project implementation needs to be strengthened in order to help the institution achieve its purpose by providing knowledge to its key resources – the people it employs. Such training will mean investing in people and enable them to perform better and empowering them to make the best use of their abilities. A philosophy of planned and continual training is needed, not only to be provided by NACS at the start of employment, rather a deliberate on-going process, aimed at achieving the learning necessary for improving job performance. It is worth mentioning that people cannot be brought into an organisation to achieve any kind of common purpose without learning taking place. Training will help people change their behaviour and the style of performance.

## **6.6 Knowledge of Project Management**

**M**ost participants openly stated the need for managers and their project team members to possess an adequate level of understanding of project works, and the capability needed, in order to manage and implement projects competently. Few participants in the survey have indicated themselves that they acquired the skills from on-the-job experience alone, which they perceived as “an important process of gaining knowledge”. However, the fact is that all staff have to have the knowledge of ‘what to’ do and ‘how to’ do it efficiently and effectively in order to obtain the anticipated degree of results. Many participants acknowledged the fact that project management knowledge enables the worker to what the worker need to know and without this knowledge of what to do, it can be “very frustrating” to get the job done. As agreed by others (for example those who have received project training), the kind of knowledge the writer is referring to is about having the professional management, as well as the technical know-how about a particular task.

Recruitment of staff with project management knowledge into NACS has been difficult for quite a while, as was evident from the participants in this survey. It may possibly be that the impact workers have without these skills is seriously undermining the commitment of NACS in its HIV and AIDS response efforts in the country, even threatening the effective implementation of the major objectives outline in its National Strategic Plan. The increasing demand for ‘knowledge workers’, strategists, managers and other skilled employees who are involved in the development and management of new technology, including information technology with wide range of skills is necessary. Those with high project management knowledge are crucial. It is therefore important that such group of workers forms the core element of the project management team in NCAS.

## **6.7 Motivation of Staff**

**C**hoosing the right approach to culture change requires a firm understanding of what motivates and what does not motivate people to behave in certain ways. The ways employees behave at the workplace (in NACS) has not been easy to ‘capture’ in just one interview session, through filling in of the survey questionnaire sheet by participants or

even just by observing and casually talking to staff. Behaviour at work depends on people's characteristics, the situation or the environment in which they work in, and how in the light of these factors they adjust to their roles at work, taking into account any efforts made by the organisation to increase motivation and commitment and to provide a good working environment.

As argued in the views held by Hugh (1990) there appears to be a number of frustrated people, particularly amongst the levels of project managers and team supervisors. These frustrations occur when a manager or supervisor finds that his/her efforts are not being supported with the necessary resources such as funds, equipments and technical skills to carry out the task(s), or is prevented from achieving his/her goals – meaning what they 'want' or 'need' is not provided. Two 20-30 year old females, one 31-39 year old female and two 41-50 year old males are claiming that although their reaction does not result in fights, 'wantokism' more than anything else certainly make them "stressed out and timid" towards other members of NACS. Participants claimed that aggressive responses to frustration occur very often in a more displaced manner, to mean that instead of confronting his/her boss directly, a frustrated person would voluntarily detached himself/herself from his/her responsibilities, or even begins to absent him/herself from work. In some cases, a worker would resort to alcohol drinking binges. It is even possible that some employees would take their frustrations home and 'take it out' on their wives or children. The later claim cannot be proven as truth or not. On the other hand, stress at work, as indicated by many respondents, is caused by over-pressurised work demands, role ambiguity, poor working relationships amongst individuals, project teams and the management group, lack of information, very little or no consultation and supervision, office and work politics, lack of job security and public scrutiny and pressure.

As discussed earlier Nadler & Tushman (1980) suggest the remedy for such situations, arguing that "a manager ought to understand the patterns of behaviour that are occurring (at the workplace) and be able to predict, in what direction behaviour will move (particularly, in the light of managerial action), and use his/her knowledge to control behaviour over the course of time" (p.125). I would agree with this writer and affirm the fact that an effective manager is the one whose action requires a diagnosis of the system within which he/she is engrossed, through their work. Needless to say, an organisation's culture is particularly

vital and it will continue to remain relevant to managers, because of the substantial levels of constraints that are imposed upon them regarding what they can and cannot do.

## **6.8 Motivation, work and conflict**

Conflict and change are partners that are never far apart. Since projects often have the involvement of many different individuals and groups of people, the hopes, desires and needs of these people can also be incompatible with each other and such differences can lead to conflict. As discussed above, Young (1998, p.66) asserted that “when such differences surface (more often than not), they are often seen as difficult, troublesome, annoying or even embarrassing”; “....an intrusion into a calm and ordered life”. As a result, “a large part of the time can be taken up with fighting the fires and crises evolving from crisis” and “... most conflicts arise from the way people behave with each other in a particular situation” (p.166). I believe this is an important statement by a organisational psychologist for any organisations going through a similar process.

A matter of concern noted by some respondents was that conflict and in-fighting for recognition amongst the executive management team, is having a negative effect on the morale of NACS staff members. According to the interview responses of two 41-50 year old male, one 31- 40 year old man and one 20-30 year old female earlier “If such situation is allowed to continue for a long time, it would disrupt any possibility of staff members coming together to work as a team” (Interview response, sub-paragraph 5.6.1 above). Such were the views expressed by many respondents during the interviews. This would possibly mean that any efforts to turn concepts and plans into practical working procedures would be difficult. It may mean that any undertaking made to systematically and efficiently implement agreed plans, would become complicated due to staff becoming uncooperative. One 41-50 year old male, one 20-30 year old female and one 50 + year old male instead strongly pleaded for managers (during the interview), to “build up their teams and support workers in their strengths” (i.e. build on their suggestions) and “carry their team members through in their shortcomings”. There is also concern for improving communication between team members and the need for generously fostering a team spirit.

As discussed above Armstrong (1991) suggested a remedy for dealing with such situations and recommended the following approaches: integration of functions and roles by the development principle of supporting relationships; clarification of roles to reduce the danger of role ambiguity; taking care to place people in jobs which are within their capabilities; giving opportunities for individuals to talk about their problems and to have that matter resolved with the minimum delay as possible; to have suitable motivational incentive strategies in place; and to provide regular management training for staff members (Armstrong, 1991, pp.192-196). Such policies currently are lacking. An important difficulty needed to be overcome is wantokism and a stagnant organisational culture.

## **6.9 CONCLUSION**

**T**his thesis has dealt with a number of wide-ranging issues and in particular, examining the culture and practices of public managers in their roles involving the disbursement of public goods and services through projects in PNG. It has tried to shed lights on such managerial traits as command & control, project training, project knowledge and staff motivation by exploring how these elements influence project implementation *culture* and *practice* of public managers of NACS in Papua New Guinea.

The highlight of the research findings connected to the mantra of the thesis is now clearly obvious. The management culture and practice of managers in NACS is ‘clearly short’ of what it’s supposed to be, by comparison to the conditions that are on ground. The abilities of programme and project managers to effectively execute their roles is characterised by their lack of self esteem and team interactions; poor motivation; very shallow level of project management knowledge; limited and seemingly shallow project management training and importantly, their inability to implement projects well. This was proven by the fact that the management team was stood down and investigated for mal-administration and corrupt practices, only recently in 2008. Congruently, programme/project managers in NACS are too casual in carrying out their responsibilities and are undisciplined in managing scarce and limited resources. As confirmed by the responses from one 31-40 year old female and two 40 – 49 year old men, many managers lack the capacity to lead their staff and vitally, manage projects well.

It is never an easy task for any government to suitably provide goods and/or services to its people, particularly in a developing country such as PNG, given the ever-prevailing state of difficulties it faces and the complexity of the challenges before it. In any case, the attempts of public managers to implement projects are often compounded by the limited level of resources available to them. Yet, the state is responsible for the prudent management of the limited volume of its national resources and it is obligated to correctly utilise these resources and bring about tangible socio-economic development and/or disburse provisions of welfare services to its citizens.

Given the experiences of such shortcomings in the areas of project management culture and practice, it can be said that the project management approaches currently operating within NACS may yet struggle, or may possibly fall short of adequately meeting all its strategic elements, which the NSP seeks to achieve. The primary reason for this occurring would be due to lack of institutional capacity (including inadequate project management) to fully and adequately carry out its roles. As it is, NACS alone cannot currently sufficiently and independently support the efforts of all its partners. One of the many development challenges confronting PNG is its own inability to successfully manage and operationalise all its resources efficiently in order to contain the challenges of the HIV/AIDS outbreak in PNG. Given the shortage of skilled and trained manpower within NACS, coupled by the exponential rate of HIV/AIDS increase in the country, it has now become a multi-sectoral challenge, rather than one for one element of the state (NACS) alone, to deal with it. The HIV and AIDS epidemic in PNG has the potential to reverse the economic progress made in the last thirty years. This fact is acknowledged by the PNG's MTDS that "unless the spread of HIV/AIDS is seriously challenged or contained, the socio-economic consequences can prove to be extremely devastating for the country" (GoPNG, 2004, pp.27-28).

A lack of organisational adaptability (and in particular the need for a cultural fit between the external socio-cultural factors (such as the *wantok* system) and the intended ideal organisational culture in order to survive) has been blamed for many poor development outcomes, in Papua New Guinea. The development strategies are only as 'good' as the political party or the coalition partners in power and the capacity to implement those

strategies successfully lies squarely in the hands of the serving government officers. Any distortions on their part to the correct interpretation of development strategies relating to the government's strategic intents will cost the government dearly.

The argument for organisational efficiency stems from the need to assemble a critical mass of people (in the workforce), to work together to “creating a culture that supports the group of unique individuals which comprises shared values, the beliefs, the legends, rituals, the past history, pride in past accomplishments, the intellectual operational tradition, policies and practices, rules of conduct and the general organisational operational philosophy” (GoPNG, 2004, p.10). One of the major challenges faced by the NACS senior executive managers in NACS is being able to work with all people involved in project, who may come from significant different ethnic and cultural backgrounds. For many managers in NACS, it has not been an easy task to provide good leadership, understand and lead their staff well, motivate (them) and maintain a suitable work culture in such a situation. This is particularly clear or true, when its workforce is made-up of people who come from the different regions and cultural settings with many having diverse perception, attitude and approaches to the way things are done.

Success in this area would increase organisational effectiveness, by way of promoting, developing and maintaining a more inter-active and inter-dependent work culture within the workplace. This may possibly mean, enabling and motivating the employees to work together towards a common goal. It is important that managers involved in project implementation have suitably acceptable management culture, skills, training and ‘know how’, in order to manage efficiently and successfully implement projects. The survey results discussed earlier clearly draws attention to the need for change and shift in attitude of public managers, in the ‘ways things are done’ in public owned institutions in PNG. Based on these findings, it can be said that areas which require more attention and detail re-examination comprises; project planning; project design, project implementation and the over-all uplifting of the aspect of project management practice in general.

It was noticed during the study; for example, that many staff members within project teams would report to their workstations very late (about 9 or 9:30am) and leave for home as early as 3 or 3.30pm, when the official work hours in PNG is from 07.45am (start time) and

4.06pm (finish time). When asked why this was occurring, a few staff members said they have to pick-up their children from school. Some responded, they have to visit a sick relative at home or in hospital or go to the bank, or attend to some personal matters. Some claimed that they live far out of town and it would be quite difficult and even unsafe for them to find a PMV to take them home after 4.00pm, due to increasing law and order problems. It was noted that only a few people would turn up to work on time and/or leave on time.

What can appear to be political interference by the state within the functions of NACS' management team are also plain. This situation has threatened to divert attention through 'pressure tactic', preventing NACS officers from freely performing their delegated functions and responsibilities. For example, the recent re-location of the Department of Health Vice-Minister and his staff members to NACS headquarter appears to have provided grounds for animosity. There seem to be signs of mistrust amongst NACS project staff members and the Health Vice-Ministerial staff members, which is resulting in disharmony and which seriously threatens workers' loyalty. In such situation, it can become difficult to harmonise the process of individual and organisational undertakings, and at the same time retain group motivation. The 'danger' here is that project managers and staff members can easily drift away from their allegiance to NACS and be swayed towards a political viewpoint, rather than continue to be committed to their bureaucratic or constitutional responsibilities.

Finally, it is only fair to state that public servants employed by NACS, (particularly those out in the remotest parts of the provinces and districts) in most instances, work under extreme conditions and severe physical constraints. Such factors can seriously affect their ability to satisfactorily implement project activities. Technical expertise, funding and logistical support does not arrive at the district on time to complement their ground activities. Effective communication is 'the glue that holds everything together'. It seems that this is poor in public organisation. For instance, poor communication flow within the levels of management (between programme/project managers and the top management group) in NACS has been responsible for many conflicts and slippages occurring internally.

More attention given to enhancing the leadership abilities of managers will go a long way with many benefits. Prompt and accurate recognition of the staff training need (from a project environment) is necessary in order to train and equip workers with the necessary skills (knowledge) so to become effective when they are taught to identify potential change to plans, problematic conditions and other interferences to the scope of any projects. Re-assessing, rewarding, reporting and receiving feedback and establishing two-way communication is an excellent way to motivate staff – given any project environment. There is always the need for every staff members (of the project teams) to be knowledgeable in their roles (through education) and continuously be kept updated on all occurrences, in order that they can be aware of what is happening, and (most importantly on) what is due to happen next.

The concept of Project Management [in PNG] is not a new one. Over the years, this approach has been utilised by the government in order to pursue its developmental objectives. This approach has continually proven itself a ‘worthy point of leverage’, for the implementation and transfer of public decisions from mere rhetoric to tangible outcomes. The project approach is one dynamic process which utilises available resources in a more controlled and structured manner, in order to bring about transformation within a specified programme. The experience of mal-administration, corruption and investigation due to poor leadership performances, coupled by the lack of project management training, inability to motivate staff and the lack of knowledge to do the job well, are sufficient evidence to confirm the need for changes in NACS, in order to dissuade people from using methods which results in inefficiencies, un-productivity and wastages.

Nevertheless, the benefits of project management, has equally been about the ability of project managers to efficiently assess, define and assemble together the process of implementation. The potential of a project manager to adapt and determine a project’s outcome - from *what it will take* to *how it will be done* - has been the subject of many investigations. Project Management practice goes well beyond just the mere allocation of resources or bonding the relationship between the art of management and implementation, rather, ‘brings to task’ managers and holds them accountable when they are making cost-effective decisions, in their role as decision-makers. This was the reason for conducting this survey, to shed lights on such managerial traits as command & control, project training,

project knowledge and staff motivation, and explores how these elements influence project implementation *culture* and *practice* of public managers of NACS in Papua New Guinea. Congruently, the findings of the study have remarkably established that there is a serious lack of leadership and motivation in NACS. This study has identified that the inability of managers to take command and control staffs' action, training, poor knowledge of project works, build team work, maintain good rapport and motivate their team members, is leaving the organisation 'open' for gross abuse of resources and corrupt practices to occur. As stated by Hughes (1990) earlier, the reasons projects fails are largely attributable to imprudent project management practice, when the most basic and obvious principles of management are ignored, and not because failure is in a complex (technical) area" (pp.14-18). Unfortunately, this is the true state (of the worst elements of project management practice) depicted in NACS as discovered by the probing of such managerial characteristics as; knowledge, training, leadership position for or against current strategy, and the abilities of managers to control and motivate the staff towards project implementation instruments relevant to the project outcomes.

There is a strong desire for effective project management teams in NACS. Many project team members of NACS would prefer visionary and goal-oriented leadership, who can connect the purposes, integrate, coordinate, command and lead the efforts of the organisation forward. On the other hand, it is clear that a management philosophy is required (and it has to be built upon), based on correct/attitudes and beliefs about people and the roles of managers, in order to achieve integration. It is also true to say that the real work philosophy of NACS, or any given any institution, cannot be seriously 'analysed' in only six weeks; rather, it must be learned over an extended period of time, through a close and continuous association between the management and staff members within that institution.

However, the interest in corporate culture has never been more important than it is now. The onus is on management (leadership of state institutions) to assume command and manage the work-culture, through the process of maintaining and increasing organisational effectiveness, by reinforcing or correcting wrong work culture through strong leadership role, suitable training of project staff members to enable them become knowledgeable, as well as be able to motivate staff in developing a more positive ('new') culture.

Commitment and clear communication from leaders is crucial: as are the approaches tailored to different group needs. Old and new staff members in any teams that perform any essential function in an organisation ought to be led, guided, and assisted through the different stages of change. Such members must be given opportunities to try out new and different ways of working and training to build up knowledge. Feedback and rewards are important factors of motivation that can reinforce desired results. Principal concepts associated with the corporate movement have to be directed towards establishing order and the achievement of efficiency, through the diligence of its workforce. Without a positive work-culture, even the best designed performance management framework can fail to drive improvement in local public service or even result in improved outcomes for citizens.

More elaborate and intricate study into analysing the project management culture by the authorities in the future would be a worthwhile thing to do in order to further identify and explain other aspects of management culture that affect the implementation of development programmes and projects. Such measures, if undertaken, would no doubt help to provide more details about the management practices of public managers involved in implementing projects in Papua New Guinea.

NACS being one of many national government state agencies in PNG is nevertheless committed to challenge the spread of HIV/AIDS, which is now the most formidable challenge to development and social progress in PNG. Unmistakably, the quality of responses received during the survey, and the discussions I had with the survey participants clearly show that many staff members of NACS are professionals in their own right and no doubt, have the intelligence to effectively contribute towards the purposes of the organisation. Notwithstanding, the members of the project management team still are lacking the skills needed to competently manage projects. This was done in order that managers are adequately supported in their efforts to achieve successful outcomes.

I am convinced beyond doubt that until there is awareness and greater understanding of the causes and effects of programme and project disappointments which affect project managers and their staff during project implementation (and most importantly) their performance culture and practices, they will not receive sufficient assistance to overcome the difficulties confronting them. Consequently, their ability to clearly discern and properly

manage projects will still remain behind a cloud: hidden or distorted. This therefore was the major reason for giving this dissertation such a title that persuaded the researcher to carry out '*An analysis of project management culture and the practice of public managers in PNG*', in order that the factors or actors, which impinge negatively on the successful outcome of projects, are recognised and corrected. Congruently expounded upon in this thesis were other related constraints and factors affecting project implementation activities in public institutions in PNG.

If Papua New Guinea aspires to go forward, at least two of its many development predicaments it has to forego or have to deal with are the obstacles brought about by the *wantok* system culture, as well as the poor level of project management practice and sluggish attitude of project staff. There is no doubt; *wantok* system is an important cultural element contributing to poor project implementation practice. Moreover, while there is no right or wrong culture, no better or worse culture, the *wantok* system cultural element have the tendency to clash with, and restrain what the organisation is trying to do in the environment in which it operates, and the system that embraces and sustains it.

The research showed that, in order for projects to be successfully implemented in PNG, such managerial traits as command & control, project training, project knowledge and staff motivation, requires a great deal of improvements particularly, upgrading of skill levels of managers, so that their capacity can be enhanced. In order for managers to take command and control their staffs' action well, they have to have adequate training so to have sufficient knowledge of project works. A great deal of commitment to training is required by the project teams of NACS to assist them implement projects well.

Many elements of project management (as reveal by this study) are worthy of exploring, in order to influence and bring about changes to the present project implementation *culture* and *practice* of public managers of NACS in Papua New Guinea. This thesis also took into account other related constraints and factors affecting project implementation work in public institutions in PNG. The identification of many of elements responsible for poor project management practice and culture was done in order that project managers and their staff can be adequately supported to achieve successful outcomes.

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10<sup>th</sup> June, 2008

The Director,  
National AIDS Council Secretariat  
P.O.Box 1345  
**BOROKO**. NCD  
Papua New Guinea

**Through:** PNG High Commissioner – His Excellency, Bernard Narakobi, LLB

My Dear Director,

**Subject: Letter Requesting Authorization and Assistance**

1. Over the years, the Institute of Development Studies at Massey University in New Zealand has been involved in teaching and research in the areas of development studies at the highest academic level. The department is now seeking your assistance as part of our training, to analyze managerial perceptions of project management culture and practice of public managers, with a view to improving our understanding of the concepts and processes and, in turn help develop management culture and practice in Papua New Guinea.

2. On behalf of the Institute of Development Studies at Massey University, I invite you to assist the researcher, in his research by allowing him to interview your program and project staff, as well as offering him any assistance you can, during his stay in Port Moresby.

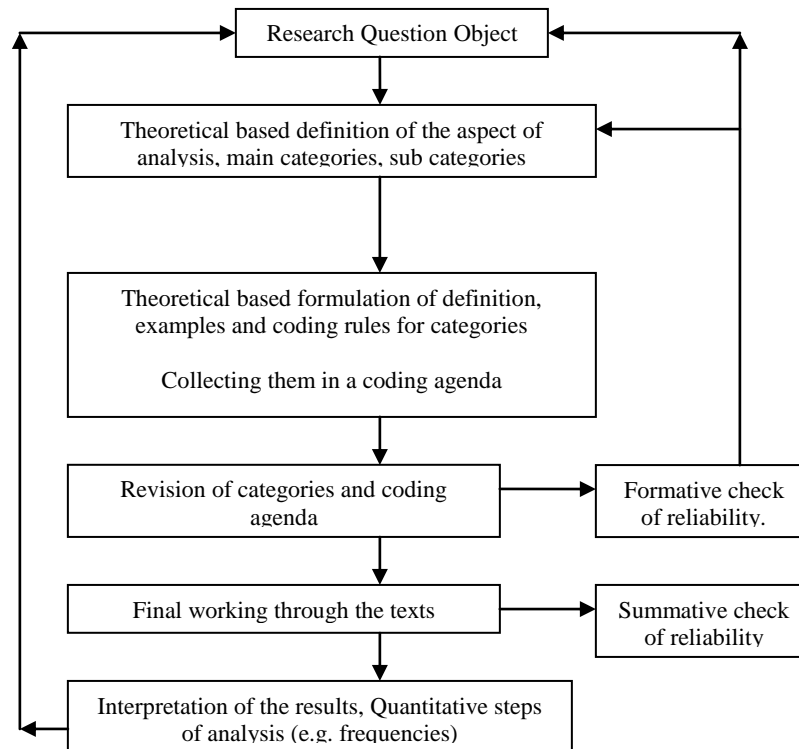
1. The research will be carried out by a postgraduate student, Mr. Ralph Kaule, currently enrolled in one of our 'Masters' program, who has special interest in program and project management culture and practice in PNG.

2. Through the PNG High Commission Office here in Wellington, New Zealand, your Defence Attaché, Lieutenant Colonel Kerry Ragalo, has been approached by Ralph Kaule who seeks your assistance in the above mentioned areas.

3. Your cooperation will be greatly appreciated. Should you have any queries regarding this research assistance, please feel free to contact me on telephone number: 05 64063569099 ext: 2983, or email: [g.a.banks@massey.ac.nz](mailto:g.a.banks@massey.ac.nz)

Yours sincerely,

Associate Professor Glenn Banks  
Lecturer  
Institute of Development Studies  
Massey University

**Figure 1.1** Mayring step model of deductive category application

Source:

FQS 1(2), Art. 20, Philip Mayring

**SURVEY QUESTIONNAIRE SHEETS**

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**SECTION A: PERSONAL INFORMATION**

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1. Gender: (Please circle the one appropriate to you). Male / Female
  
2. Age Group: (Please circle the one appropriate to you).  

18-25	26-30	31-35	36-40	41-46	47-50+
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3. Division: .....
  
4. Time in Employment: (Please indicate).....Years ..... Months ..... Days .....
  
5. Name of Your Institution: ..... (Please Circle One of the following Sectors that best fits your employer): Government / Private / NGO / Donor Partner
  
6. How did you get your job? (Circle One) Recruited / Appointed / Contracted / Other  
Please briefly explain: .....  
.....  
.....  
.....
  
7. What is your Highest Level of Education: (Circle One) Grade: 8-10 Grade: 11- 12  
College (Name of College): ..... University: Undergraduate / Postgraduate
  
8. Have you had prior job(s) elsewhere before joining this organization? (Circle One) Yes / No
  
9. What is your current job status? (Circle One) Full-time / Part-time / Contracted / Mix-Mode  
If Mix-Mode, please explain: .....  
.....  
.....  
.....

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**SECTION B: COMMAND & CONTROL**

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10. What is the title of your job? (Circle One) Program Manager / Project Manager / Project Staff  
Please clearly describe your role in your job: .....
11. Do you have subordinates working with you? (Circle One) Yes / No
12. Are you involved in selecting subordinates to be members of your team? (Circle One) Yes / No  
If No, please explain: .....
13. How is the project implementation team assembled in your organization? Please place tick(s) beside the factors that are most relevant to you. It is best done based on:
- ( ) Qualification ( ) Political ( ) Enticement ( ) Influence
- ( ) Prior Experiences ( ) Leadership Traits ( ) Mentoring ( ) Expertise
- ( ) Others (Please state): .....
14. Do you think there are barriers in this approach? (Circle One) Yes / No  
Please explain: .....
15. What are the barriers which you are aware of? .....

16. What can be done about these barriers, and how best can these be improved? Please write your comments here:

.....

.....

.....

.....

.....

.....

.....

.....

---

**SECTION C: PROJECT MANAGEMENT TRAINING**

---

17. Have you any general training in managing projects prior to your recruitment? (Circle One) Yes / No  
Please explain: .....

.....

.....

.....

18. Have you any specific training in project implementation? (Circle One) Yes / No  
Please explain: .....

.....

.....

.....

19. If Yes, was it most appropriate or suitable to help you do your job well? (If No, proceed to question 20, below)  
(Circle One) Yes / No

Please explain: .....

.....

.....

.....

20. What specific areas of capacity training would you rather have, to help you implement project well? Please specify:

.....

.....

.....

.....

.....

21. Would you like to see in-house skill training held regularly in your organization? (Circle One) Yes / No  
Provide your comments: .....

.....

.....

.....

.....

22. How can the in-house training sessions (on project implementation skills) be supported or sustained? Provide your comments: .....

.....

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.....

.....

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**SECTION D: PROJECT KNOWLEDGE**

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23. How do you honestly rank your competence or ability level about implementing project? Please place a tick beside the factor that is most relevant to you.

<input type="checkbox"/> Very Efficient	<input type="checkbox"/> Efficient	<input type="checkbox"/> Specialized
<input type="checkbox"/> Unsure	<input type="checkbox"/> Amateur	<input type="checkbox"/> Poor

24. Do you see the need for better understanding of project management and/or project implementation education in your organization? (Circle One) Yes / No

25. Would you see the potential in the project team's lack of understanding and knowledge of project management and project implementation, as a factor hindering effective project management practice in your organization? (Circle One) Yes / No

26. What measures would you suggest (must) be taken to promote better understanding of project management and knowledge of project implementation in your organization? Please write some measures: .....

.....

.....

.....

.....

.....

.....

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**SECTION E: MOTIVATION**

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27. Do you find any need for motivation in your organization? (Circle One) Yes / No

Please clearly state your reasons for your answer: .....

.....

.....

.....

.....

.....

28. Has the organization any motivational strategies in place? (Circle One) Yes / No

29. What do you do to motivate your staff under your charge? Please tick the factor(s) that is/are most relevant to you.

( ) Reward Achievements ( ) Punishment ( ) Further Training

( ) Set Achievement Goals ( ) Inducement ( ) Do Nothing

Please clearly describe the intensity and strength of relationship you have with other members of the team.

.....

.....

.....

.....

.....

**Thank you for participating and responding in the survey. Now you can put this document into the envelope and secure it in a safe place. This document will be picked up by the researcher personally.**

**Background Information on Participants**

<b>Code</b>	<b>Institution</b>	<b>Principle, NGO or Stakeholder</b>	<b>Directly or Indirect Involvement in Project</b>	<b>Title</b>	<b>Date &amp; Time of Interview</b>	<b>M / F Age</b>
<b>A</b>	NACS	Principle	Directly	CEO	28 June 2008 9 – 10am	M/49
<b>B</b>	NACS	Principle	Directly	Manager M&E	30 June 2008 11am – 12MD	M/44
<b>C</b>	NACS	Principle	Indirectly	M&E Officer	30 June 2008	F/31
<b>D</b>	National Audit	Stakeholder	Directly	Audit Manager	1 July 2008 8.30 – 9.30am	M/48
<b>E</b>	National Audit	Stakeholder	Indirectly	Audit Officer	1 July 2008 10 – 11am	F/28
<b>F</b>	National Audit	Stakeholder	Indirectly	Audit Officer	1 July 2008 1 – 2pm	M/38
<b>G</b>	NACS	Principle	Directly	M&E Consultant	2 July 2008 9 – 10am	M/56
<b>H</b>	NACS	Principle	Indirectly	M&E Staff	2 July 2008 11am – 12MD	F/24
<b>I</b>	NACS	Principle	Directly	Chief Planner	5 July 2008 10 – 11am	M/35
<b>J</b>	NACS	Principle	Indirectly	Planner	7 July 2008 2 – 3pm	M/34
<b>K</b>	NACS	Principle	Directly	Provincial Coordinator	8 July 2008 10 – 11am	F/42
<b>L</b>	NACS	Principle	Directly	Provincial Manager	8 July 2008 2 – 3pm	M/40
<b>M</b>	Stap Laip	NGO	Indirectly	Advocator	9 July 2008 9 – 10am	F/22
<b>N</b>	Stap Laip	NGO	Indirectly	Advocator	9 July 2008 11am – 12MD	M/25
<b>O</b>	NACS	Principle	Directly	IT Manager	11 July 2008 9 – 10am	M/38
<b>P</b>	NACS	Principle	Indirectly	Logistic Manager	11 July 2008 1 – 2pm	M/36
<b>Q</b>	NACS	Principle	Directly	Manager Peer Educ	12 July 2008 10 – 11am	F/36

<b>R</b>	NACS	Principle	Indirectly	Statistics Officer	12 July 2008 2 – 3pm	M/37
<b>S</b>	NACS	Principle	Directly	Program Coordinator	13 July 2008 10 – 11am	M/33
<b>T</b>	NACS	Principle	Indirectly	Program Staff	13 July 2008 2 – 3pm	F/27
<b>U</b>	NACS	Principle	Indirectly	Project Staff	15 July 2008 1 – 2pm	F/25
<b>V</b>	NACS	Principle	Indirectly	Project Staff	18 July 2008 9 – 10am	F/24
<b>W</b>	NACS	Principle	Indirectly	Project Staff	18 July 2008 11am – 12MD	M/25

**Sources:**            **Author**

- *Code*: represents an individual participant who volunteered to participate in the survey;
- *Institution*: means the organisation in which the participant is employed;
- *Principle: NGO or Stakeholder*: means the participant is employed by that group; and
- *Directly*: means the manager directly issues all ‘hands on’ operational orders and instructions through his/her direct involvement with staffs within the project and
- *Indirectly*: means the participant is under supervision and manages the project by directly reporting upwards (to top-line managers or team leaders) who then reports back via meetings or written reports.

# Interview Consent Sheet

I, Dr, Mr., Mrs., Ms, Miss: .....Male/Female/Age: .....

of, ..... a Government/Private/NGO/Donor organization, hereby declare, by my own freewill to freely participate in the face-to-face interview, and to also provide additional written response (information) by filling out the Questionnaire Sheet, provided by the interviewer.

As a participant, I am satisfied/not satisfied; that sufficient/insufficient information was provided with/without any comprehensive and relevant details about the study, by the interviewer for me to make an informed decision.

As a participant, I agree to use own competence, own discretions; and will not be pressured or coerced, but, instead shall voluntarily decide and give consent. My individuality must be respected and upheld at all times.

Signature of Participant: ..... Date: .....

## Declaration:

The researcher declares and:

- recognise that an **absolute** guarantee of confidentiality( where information is being recorded) may not be possible; but, gives the assurance of confidentiality to the extent allowed by law, and ensure that subject taking part in the research is informed and protected;
- recognise that in any event there is a risk of inadvertent disclosure whenever information is needed;
- note that where an assurance of confidentiality has been given as a condition for participating in the research, the researcher remains pro-active in protecting that confidentiality.

**PARTICIPANTS CONSENT FORM**

---

Project Title:       **Analysing Project Management *culture & practice* of public managers in PNG:  
A case study of the National AIDS Council Secretariat.**

---

**This consent form will be held for a period of one (1) year.**

I have read the Information Sheet and I am satisfied that the details of the study has been explained to me by the researcher, in order for me to make an informed decision. My questions have been answered to my satisfaction; therefore, by my own competence and discretions, I voluntarily give consent. I understand that I may ask further questions at any time.

I agree / do not agree to the interview being audio taped.

I wish / do not wish to have my taped recordings returned to me.

I agree to not disclose anything discussed in both the Interview and Survey Questionnaire Sheets.

I agree to participate in this study under the conditions set out in the Information Sheet.

**Signature of Participant:** ..... **Date:** .....

**Name (Please Print):** .....

**Declaration:**

I, Ralph Dungit Kaule, as the researcher declare that:

- this research study has been evaluated, assessed and judged by the Massey University Human Ethics Committee (MUHEC) and tagged as “Low Risk Study” which means that the study will not threaten, put-to-risk, compromise any person’s status his/her ethical roles, and expose the subject to undergo any undue stress;
- where an assurance of confidentiality has been given as a condition for participating in the research, as per the Information Sheet, the researcher remains pro-active in protecting that confidentiality; and
- should you have any queries regarding this study, please do contact the Researcher or the Research Supervisor on the contact details given on the Information Sheet.

**INFORMATION SURVEY – SHEET**

---

**Project Title:**      **Analysing Project Management *culture* and *practice* of public managers in Papua New Guinea: -  
A case study of the National AIDS Council Secretariat.**

---

**Researcher**

**The Researcher:**                      Mr. Ralph Dungit Kaule,  
359 College Street,  
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The researcher will undertake this Research Project under the direct supervision of:

**The Supervisor:**                      Associate Professor - Development Studies,  
Dr. Glenn Banks,  
Institute of Development Studies,  
School of People, Environment and Planning,  
Massey University,  
Private Bag 11 222,  
Palmerston North, 4442,  
New Zealand              Telephone: +6463569099 Ext 2983; E-mail: g.a.banks@massey.ac.nz

The Research is part component of the fulfillment of the postgraduate ‘Masters of Philosophy’ programme requirement at Massey University, in which, the researcher is majoring in Development Studies. The research project is sponsored by NZAID and co-funded by Massey University’s Graduate Research Fund (GRF). The project primary aims to analyse such managerial traits as leadership, training, project knowledge and motivation and how these aspects influences project implementation. The outcome of the research will help materialise strategies that will enhance, project management performance of public institutions in Papua New Guinea.

**Participant Recruitment**

Participants for the survey are the current program / project managers and their subordinates at the identified institutions. All collected information will be stored in a safe place and every effort will be made to protect the confidentiality and the right of each participant. Pseudonyms will be used in the Final Thesis. Hard copies of the study can be made available to participants, at a later date, at own request.

## **Project Procedures**

The researcher will collect data via the Interview & Questionnaire Sheets that will be handed out to research participants. All collected information will be stored in a safe place and every effort will be made to protect the confidentiality and the right of each participant. Responses will later be tabulated, analysed and used in the Final Report. No actual names of participants will be included in the Final Report. Hard copies of the study can be made available to participants, at own request (through their heads), for viewing at a later date.

## **Time Involvement**

Participant are requested to complete and encase the *Questionnaire Sheets* in the provided envelop within ten (10) working days. The participant is also requested to make time available (as arranged) for an *Interview Session* with the researcher. The interview should not take more than 30 – 45 minutes of your time.

## **Participant Involvement**

The researcher will arrange and facilitate two meetings with participants, requiring about two (2) hours in total. The first meeting requiring about 15 – 20 minutes, will be used to provide the preparatory information, which the researcher will use to provide the context of the study, explain and clarify any issues arising. Participants are to freely express themselves. It is at this session, participant's view will be solicited and group discussions taken. The researcher will inform the participants of the time/day and place where the meeting will take place.

## **Participant's Rights**

You are under no obligation to accept this invitation to participate. Should you decide to participate, you have the right to:

- Decline to answer any particular question by stating your reason or reasons;
- Withdraw from participating in the study up until the ..... of ..... 2008, to do so;
- Ask any questions about the study at any time during the participation;
- Ask for information, on the understanding that your name be withheld and not used unless you give permission to the researcher;
- Be given a summary of the project findings when it is concluded.

## **Researcher Declaration**

This research study has been evaluated, assessed and judged by the Massey University Human Ethics Committee (MUHEC) and tagged as "Low Risk Study" which means that the study will not threaten, put-to-risk, compromise any person's status and ethical roles, or expose the subject to undergo any undue stress.

**Contact Details:** The researcher will confirm and provide the relevant details later. This will include: temporary Address & Telephone details after deployment to the site of the research

**Categorising of Personal Information of Respondents from NACS**

Respondent	Gender/ Age	Institution	Mode of Entry	Education Level	Job Status	Department
A	Male / 50 +	NACS	Recruited	Postgraduate	Full-Time	Management
B	Male / 41-50	NACS	Recruited	University	Full-Time	Management
C	Male / 50 +	Donor	Appointed	Postgraduate	Contracted	Management
D	Female / 20-30	NACS	Recruited	University	Full-Time	PPE
E	Female / 20-30	NACS	Appointed	University	Part-Time	PPE
F	Female / 20-30	NACS	Recruited	Grade 10	Full-Time	PPE
G	Male / 31-35	NACS	Recruited	University	Full-Time	Policy
H	Male / 35-40	NACS	Recruited	University	Full-Time	Policy
I	Male / 41-50	Donor	Appointed	Postgraduate	Contracted	Management
J	Male / 31-40	Health	Appointed	Grade 11	Full-Time	Project
K	Female / 20-30	NACS	Recruited	University	Full-Time	Project
L	Female / 41-50	NACS	Recruited	University	Full-Time	Project
M	Male / 41-50	NACS	Recruited	University	Full-Time	Program
N	Female / 31-40	NACS	Recruited	University	Full-Time	Program
O	Male / 41-50	NACS	Recruited	Grade 12	Full-Time	Management
P	Male / 41-50	NACS	Recruited	University	Full-Time	Management
Q	Male / 31-40	NACS	Recruited	University	Full-Time	Management
R	Male / 31-40	Donor	Appointed	Postgraduate	Contracted	Project
S	Female / 31-40	Health	Appointed	University	Part-time	Project
T	Male / 41-50	Health	Recruited	Grade 12	Part-Time	Program
U	Male / 31-40	NACS	Recruited	University	Full-Time	Program
V	Male / 31-40	NACS	Recruited	University	Full-Time	Program
W	Female / 20-30	Health	Appointed	University	Full-Time	Management

Source: Author



29<sup>th</sup> May 2008

Raphael Kaule  
3A Mile Accommodation  
359 College Street  
**PALMERSTON NORTH**

**OFFICE OF THE ASSISTANT  
TO THE VICE-CHANCELLOR**  
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[humanethics@massey.ac.nz](mailto:humanethics@massey.ac.nz)  
[animalethics@massey.ac.nz](mailto:animalethics@massey.ac.nz)

Dear Raphael

**Re:     Analysing Project Management Culture and Practice of Public Managers in Papua New Guinea – A Case Study of the National AIDS Council Secretariat**

Thank you for your Low Risk Notification which was received on 28 May 2008.

Your project has been recorded on the Low Risk Database which is reported in the Annual Report of the Massey University Human Ethics Committees.

The low risk notification for this project is valid for a maximum of three years.

Please notify me if situation subsequently occur which cause you to reconsider your initial ethical analysis that it is safe to proceed without approval by one of the University's Human Ethics Committees.

Please note that travel undertaken by students must be approved by the supervisor and the relevant Pro Vice-Chancellor and be in accordance with the policy and Procedures for Course-Related Student Travel Overseas. In addition, the supervisor must notify the University's Insurance Officer.

**A reminder to include the following statement on all public documents:**

*"This project has been evaluated by peer review and judged to be low risk. Consequently, it has not been reviewed by one of the University's Human Ethics Committees. The researcher(s) named above are responsible for the ethical conduct of this research.*

*If you have any concerns about the conduct of this research that you wish to raise with someone other than the researcher(s), please contact Professor Sylvia Rumball, Assistant to the Vice-Chancellor (Research Ethics), telephone 06 350 5249, e-mail [humanethics@massey.ac.nz](mailto:humanethics@massey.ac.nz)".*

Please note that if a sponsoring organisation, funding authority or a journal in which you wish to publish requires evidence of committee approval (with an approval number), you will have to provide a full application to one of the University's Human Ethics Committees. You should also note that such an approval can only be provided prior to the commencement of the research.

Yours sincerely

Sylvia V Rumball (Professor)  
**Chair, Human Ethics Chair's Committee and  
Assistant to the Vice-Chancellor (Research Ethics)**

cc.     Assoc Prof Glenn Banks  
        School of People, Environment & Planning  
        **PN331**

Dr. Henry Barnard  
School of People, Environment & Planning  
**PN331**