Australia Awards

In-Country Scholarships Strategic Program Review

Full Report

Acknowledgements

This document was prepared by Nicky Thatcher and Douglas Smith, Sustineo Pty Ltd, under the management of Coffey International for the Australian Government. The Review team would like to thank everyone who participated in the stakeholder consultations. The views expressed in this Report are those from the Review team based on information considered during this process and do not necessarily reflect the views of the Contractor, the Australian Government or any other stakeholder consulted.

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Acronyms and abbreviations

AAPNG	Australia Awards – Papua New Guinea
AAPS	Australia Awards Pacific Scholarships
AAS	Australia Awards Scholarships
ADIS	AAPS Alumni Development Impacts Survey
AHC	Australian High Commission, Papua New Guinea
CHW	Community Health Worker
DFAT	Australian Government's Department of Foreign Affairs and Trade
DHERST	Department of Higher Education, Research, Science and Technology
DPM	Department of Personnel Management
ECDF	Australian Government's Education Capacity Development Facility
GEDSI	Gender Equality, Disability and Social Inclusion
GoPNG	Government of PNG
ICAC	In-Country Advisory Committee
JSC	Joint Steering Committee
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
NDoH	National Department of Health (PNG)
NGOs	Non-Government Organisations
NTC	National Training Council
OASIS	Online Australia Awards Scholarships Information System
ODA	Australian Government Official Development Assistance
PNG	Papua New Guinea
PNGAAA	Papua New Guinea Australia Alumni Association
TEP	Tertiary Education Provider
ToR	Terms of Reference

1 Executive Summary and Recommendations

1.1 Executive Summary

Introduction

The In-Country Scholarships (ICS) Program is part of the broader Australia Awards in Papua New Guinea (AAPNG) Program. The ICS Program enables Papua New Guineans to study both undergraduate and postgraduate study within PNG Institutions. The ICS Program has two overall objectives:

1. Provide women and men with the skills and knowledge to contribute to PNG's economic and social development within the priority areas of National and Provincial governments, and within the private sector and civil society
2. Support development of PNG higher education institutions through a framework that provides adequate resourcing for the development of achievable performance standards.

The ICS Program was introduced in 2012 as a pilot under the Australia Awards Pacific Scholarships umbrella, with 91 awardees at five Tertiary Education Providers (TEPs) in the health sector in PNG. At the time of this Review there were 655 awardees on-scholarship at 21 TEPs.

The Review

The ICS Strategic Program Review (the Review) has sought to evaluate the conceptual, strategic and operational dimensions of the current AAPNG ICS Program. Extensive stakeholder consultations were undertaken primarily in Port Moresby, PNG. Review team members also accompanied the AAPNG team on TEP monitoring visits to Lae, Madang, Finschafen, Kokopo and Lemakot. In addition to undertaking stakeholder consultations and participating in monitoring visits, an extensive desk top review was undertaken on ICS Program documentation.

In addition to evaluating the current operation of the ICS Program, the Review also identifies the missed opportunities from the current approach and provides design options for the way ahead. The design options have regard to the overall Investment Program Outline for the AAPNG as well as the principles outlined in the Australia Awards Global Strategy. The Review has also assessed the extent to which:

- ICS goals and objectives are valid and clear
- ICS inputs and activities are feasible and culturally appropriate
- ICS impacts are fully understood
- the ICS Program is sustainable
- ICS are an appropriate modality under the Australia Awards brand.

Conclusion

Since its establishment the ICS Program has been recognised in various reviews as innovative and unique within the Australia Awards and a significant number of Papua New Guineans have been trained in areas of identified need. However, the program's expansion in 2013 was implemented without an independent evaluation of the pilot, and without an appropriate program design or comprehensive policy framework. This has resulted in various program issues and challenges, particularly in relation to academic quality, awardee welfare and scholarship administration.

Many of the findings of this Review confirm the issues previously identified. In addition to addressing specific ICS Program findings, there are opportunities to gain greater traction between the Australian Government's Department of Foreign Affairs and Trade (DFAT) and other donor aid programs and to address key structural blockages to change.

Consistent with the intention that innovation and opportunity will underpin DFAT's approach to Australia Awards investments, the Review examined eight design directions for an ongoing ICS Program in order to inform new ways to solve identified issues and challenges, and provide new options for the flexible and responsive delivery of education to suit the PNG In-Country context.

While the ICS Program has been successful in providing a large number of scholarships across priority workforce areas, the focus has been on maximising the quantity of scholarships and the coverage of TEPs. However the focus on *quantity* needs to be balanced with *quality* considerations and with the impact of the scholarships provided. To support this rebalancing of the ICS Program's focus, the future program design should maximise opportunities to more effectively target priority workforce areas and awardees with the potential to contribute to the impacts that the ICS Program is seeking. In addition, the ICS Program will need to focus on a smaller number of TEPs in each area of study to ensure that student learning and welfare is provided to an accepted standard and that capacity development support is effective and accountable. In addition, to strengthen the focus on program effectiveness and impact, the future design should improve integration of the ICS Program and its activities – across the areas of Australian Government Official Development Assistance (ODA) investment, between AAPNG programs and activities and along the scholarship lifecycle.

The proposed design directions include:

- a smaller number of targeted scholarships delivered through a smaller number of TEPs in each workforce area
- better targeted and accountable institutional capacity development support
- support for 'centres of excellence'
- better linkages between skills development and pathways to the workforce and skills utilisation
- leveraging the program across new sectors and TEPs, including through public and private partnerships
- a holistic and integrated approach to support development initiatives
- managing scholarships as an end-to-end process.

This Review concludes that an Australia Awards in-country scholarship program should continue, however specific enhancements can and should be implemented in a planned and staged manner. While this will necessitate managing both a 'business as usual' and 'developmental' component of the program, it will enable the redesign to be achieved while minimising impacts on current and continuing arrangements.

At the strategic level, the ICS Program will benefit from a decision framework that draws in available workforce planning information and analysis from key partners to support the identification of priority workforce areas. To support better targeting and support of TEPs, the current focus on TEP performance should be shifted to a focus on capacity development, informed by baseline and ongoing capacity assessment and the outcomes of national quality assurance processes. Targeting of potential awardees

can also be supported by working with local partners, projects and communities to identify school-leavers with the potential to make a contribution to local initiatives, such as the new community health units being established in conjunction with ward committees. Scholarships awarded in this way, 'pathways' scholarships, can have the potential to achieve impacts with the funding invested in the ICS Program.

The Report provides guidance on these and other key components of the future program design and a staged implementation pathway, as well as the following 10 recommendations.

1.2 Recommendations

Recommendation 1
That TEP Memorandums of Understandings (and other / or equivalent agreements) be undertaken with the Australian High Commission (AHC) rather than the AAPNG Facility.

Recommendation 2
That the current level of stipend paid to awardees be reviewed to ensure consistency across courses and TEPs and comparability with the experience and expectations of non-ICS Scholarship holders.

Recommendation 3
That future scholarships be targeted at a smaller number of awardees in a fewer number TEPs in each workforce area, while pursuing opportunities to extend to other workforce areas.

Recommendation 4
That a closer relationship be developed between the ICS Program and existing PNG quality assurance and accreditation frameworks and their administering bodies to align TEP selection and monitoring with external quality assurance assessment.

Recommendation 5
That the approach to TEP monitoring be reframed to focus on assessing progress in capacity development, measured against agreed priorities for improvement.

Recommendation 6
That the AHC and the AAPNG Facility, TEPs and relevant registration bodies continue to work together to streamline and support the registration process as apart of future student completion requirements.

Recommendation 7
That the AHC and the AAPNG Facility increase the linkages between ICS scholarship opportunities and potential workforce planning agencies to strengthen the coordination of workforce needs with workplace vacancies, including developing a greater understanding of the challenges and context of the environment in which students will eventually work and whether additional ODA initiatives should also be considered.

Recommendation 8
That a standard industry / non-government partnership framework be developed that provides clear opportunities and benefits for potential partners but in accordance with the overarching strategic framework of the ICS Program.

Recommendation 9
That the redevelopment of the ICS Program be staged over a 2-3 year period, including piloting of new approaches including pathways scholarships and TEP centres of excellence.

Recommendation 10
That the future design of the ICS Program be based on:

- Improved targeting of scholarships (including pathways scholarships) and TEPs (including centres of excellence)
- A clear decision framework for identifying priority workforce areas
- A clear decision framework for selecting TEPs
- TEP capacity development support grants based on development priorities identified through baseline and monitoring capacity assessments
- Greater integration of ICS program activities throughout the scholarship lifecycle and across AAPNG programs and the ODA investment
- Enhancement of the application process to includes applicant involvement and earlier selection of successful applicants.

2 Introduction

Australia Awards in Papua New Guinea (AAPNG) is designed to promote skills, knowledge and leadership in PNG and enduring ties between Australia and PNG. Through the provision of international scholarships to Australia and scholarships in PNG, the goal of AAPNG is:

> *To contribute to building a qualified workforce, filling critical human resource gaps, and supporting good leadership in the public and private sector and building people-to-people and institutional links with Australia.*

The following awards are offered in PNG:

- Australia Award Scholarships Australia Awards provide Papua New Guineans with the opportunity to study in Australia and obtain tertiary qualifications (primarily postgraduate courses) from participating Australian Institutions
- Australia Award Pacific Scholarships provide people from Pacific developing countries with opportunities to study at selected education institutions in the Pacific region, including Papua New Guinean's studying at local institutions
- Australia Award Fellowships for Papua New Guineans to undertake short- to medium-term course study in Australia (with some course components completed in PNG).

While managed as a standalone stream, the AAPNG In-Country Scholarships (ICS) Program is formally part of the Australia Awards Pacific Scholarships program. The ICS Program enables Papua New Guineans to study both undergraduate and postgraduate study within PNG Institutions. The ICS Program has two overall objectives:

1. Provide women and men with the skills and knowledge to contribute to PNG's economic and social development within the priority areas of National and Provincial governments, and within the private sector and civil society
2. Support development of PNG higher education institutions through a framework that provides adequate resourcing for the development of achievable performance standards.

The ICS Program was introduced in 2012 as a pilot under the Australia Awards Pacific Scholarships umbrella, with 91 awardees at five Tertiary Education Providers (TEPs) in the health sector in PNG. The program expanded significantly in 2013 with 470 awardees commencing study with 22 TEPs. The majority of the 2013 awards were for health sector training, with one intake of 20 Bachelor of Education (secondary) awards. In early 2015 a pilot program for two pre-service teacher training programs was also introduced. By 2016, the program had awarded 1,841 scholarships for the period 2012–2016 and 800 individuals were on-award across 25 TEPs. At the time of this Review there were 655 awardees on-scholarship at 21 TEPs.

The primary aim of the ICS Program is to address rural workforce gaps in the frontline service delivery sectors, with recruitment focused on young students[1] living in rural and remote areas. A secondary aim

[1] In order to support the concept of replacing an aging workforce, the selection criteria and scoring system for the ICS Program provides the highest weighting for applicants aged less than 25 years old for all courses except the Bachelor of Midwifery where the target age for applicants is between 26 and 35 years.

has been to support participating institutions to improve their training capacity. The fees paid to institutions are intended to meet actual costs associated with ensuring that awardees' safety, welfare, security and academic needs are met, as well as provide additional financial support to institutions to enable them to invest in improving their delivery of education and welfare services. The fees therefore are also to provide indirect benefits to the institutions' broader (non-ICS scholarship) student population.

Since its establishment the ICS Program has been recognised in various reviews as innovative and unique within the Australia Awards and a significant number of Papua New Guineans have been trained in areas of identified need. However, the program's expansion in 2013 was implemented without an independent evaluation of the pilot, and without an appropriate program design or comprehensive policy framework. This has resulted in various program issues and challenges, particularly in relation to academic quality, awardee welfare and scholarship administration.

In mid-2014 a comprehensive ICS Program Stocktake was undertaken by the then managing contractor GRM. The *2014 Stocktake* made recommendations to DFAT in relation to the remaining 12 months of the then current program and to inform development of a new design for the next stage of the program. This Review has considered the findings identified in this stocktake and are detailed later in this Report. Considerable recent work has also been undertaken by the new facility managing contractor, Coffey International, as part of their inception analysis of the AAPNG Program.

Separately, in mid-2016 an impact analysis of the 2015 pilot program for two pre-service teacher training programs was undertaken by the Australian Government's Education Capacity Development Facility's (ECDF's) Research Support Coordinator in conjunction with the AHC Education Program and the AAPNG. This analysis was completed at the end of the first year of the three-year pilot to take stock of the implementation and fine-tune its continuation in 2016. A summary of the findings of this analysis is also included later in the Report.

3 The Review

The ICS Strategic Program Review (the Review) commenced on 1 February 2017 and has sought to evaluate the conceptual, strategic and operational dimensions of the current AAPNG ICS Program.

Stakeholder consultation was undertaken primarily in Port Moresby, PNG. In February meetings were held with key AAPNG and ICS staff, the Counsellor – Development (Education) and Counsellor – Health within the Australian High Commission (AHC) and their teams, and the Department of National Planning and Monitoring. April and May 2017 involved further meetings with key stakeholders, and additional consultations with PNG Government partners and agencies (in particular the Department of Higher Education Research, Science and Technology (DHERST) and Departments of Health and Personnel Management) and relevant private sector networks / organisations. The high level evaluation questions outlined in the ToR were used as a guide to discussion.

Both review members accompanied the AAPNG team on TEP monitoring visits including the Lutheran School of Nursing in Madang, the Lae School of Nursing in Lae, the Braun CHW Training School in Finschafen, St Mary's School of Nursing in Kokopo and Sacred Heart CHW Training School in Lemakot, as well as attendance at the Divine World University Graduation Ceremony in Madang.

A meeting was also held with the Australia Award's Global team within DFAT Canberra. A full listing of people consulted as part of this review is included in Appendix A.

In addition to undertaking stakeholder consultations and participating in monitoring visits, an extensive desk top review was undertaken on ICS Program documentation and the completed Inception Operational Reviews of Stream 2. A listing of documents considered in this review is included in Appendix B.

In addition to evaluating the current operation of the ICS Program, the Review also identifies the missed opportunities from the current approach and provides design options for the way ahead. The design options have regard to the overall Investment Program Outline for the AAPNG as well as the principles outlined in the Australia Awards Global Strategy. The Review has also assessed the extent to which:

- ICS goals and objectives are valid and clear
- ICS inputs and activities are feasible and culturally appropriate
- ICS impacts are fully understood
- the ICS Program is sustainable
- ICS are an appropriate modality under the Australia Awards brand.

4 Findings

4.1 Summary Findings from the *2014 Stocktake*

As noted above, in 2014 the then AAPNG Managing Contractor GRM undertook a comprehensive stocktake review of the then ICS Program. The purpose of the stocktake was to examine the current Scope of Services being provided by the Managing Contractor and make recommendations to DFAT aimed at assisting the setting of priorities for the remaining 12 months of the program as well as recommendations to assist in the development of a new design for the Australia Awards Pacific Scholarships Program.

Rather than have an overall conclusion and specific recommendations, the *2014 Stocktake* provided detailed comments on lessons learned, priorities for the next 12 months of the program, and design considerations for the next program.

The Stocktake confirmed that the 2012 pilot was not formally evaluated before the scale-up to a larger program, and that many of the recommendations in the report of the pilot program were still valid and not yet resolved. For example, the pilot program made specific recommendations in relation to resolving operational issues at institutions, including the development of contracts between the Australian Government and the provider institution, considering high level engagement of institutions through the governance Steering Committee, clarification of fee structures, invoicing and payment procedures, and clarification of the standard of services at each institutions.

The Stocktake also considered that achievement of the ICS objectives has been reduced through a number of issues impacting TEPs, including:

- lack of clear articulation in relation to the institution capacity development objectives, responsibilities and linkages and what inputs are required to achieve these
- stakeholder responsibilities
- specific policy positions addressing the areas of academic support, accommodation and institutional catering, safety and security, management of critical incident, academic and financial reporting.

The Stocktake also found that while the ICS Program management facility adequately covered pre- and on-award tasks it did not cover post-award activities such as reintegration, skills / knowledge utilisation, and alumni activities for networking and professional development. Included as a priority for 2015 was engagement with PNG stakeholders to ensure that arrangements were put in place for employment of ICS awardee graduates as soon as possible after graduation.

Many of the findings of this Review confirm the issues previously identified. It also highlights to the review team that in addition to addressing specific ICS Program findings, opportunities to gain greater traction between DFAT and other donor aid programs included addressing key structural blockages to change, warrant serious consideration.

4.2 Summary Findings of the Teacher's Colleges Impact Analysis

In 2015 the ICS Program commenced a pilot program for two pre-service teacher training programs. This pilot program awarded scholarships to Papua New Guineans to undertake a Diploma of Teaching

(Primary) at the Sacred Heart Teachers' College (SHTC) in Bomana, or to undertake an Elementary Teacher Training Certificate at the Enga Teachers' College (ETC) in Wabag. It was envisaged that the pilot would run for three years, with final scholarships being provided in 2017. The DFAT-funded Education Capacity Development Facility undertook an impact analysis at the end of the first year of the pilot to take stock of the implementation and make recommendations to fine-tune its continuation in 2016.

The report made eight recommendations to improve the pilot program of pre-service teacher training. While the impact analysis identified the specific improvements that were made possible at each teachers' college as a result of the funding from the Australian Awards Program in 2015, the final report proposed a guideline for reporting on the use of funding to assist with the identification of these improvements. The report identified that while implicit, the objectives of the scholarship program targeted at the selected teachers' colleges were not clearly stated. The report also highlighted that a monitoring and evaluation system building in the ICS Program needed to be implemented as part of the next phase of the AAPNG Facility and include a baseline study, an exit survey on graduation and a component on post-award monitoring.

4.3 Findings in Relation to the Review Terms of Reference

This strategic review of the ICS Program has been commissioned to determine the extent to which:

- ICS goals and objectives are valid and clear
- ICS inputs and activities are feasible and culturally appropriate
- ICS impacts are fully understood
- the ICS Program is sustainable
- ICS are an appropriate modality under the Australia Awards brand.

The review is also required to consider alternative program designs to maximise the return on investment, and this is addressed later in this Report.

The following section outlines our findings in relation to each of the five review Terms of Reference.

ICS Goals and Objectives are Valid and Clear

ICS Program Goals

In our review of ICS Program documentation, ICS Goals are not articulated, although the Goal of the AAPNG Program (including the ICS Program) is to contribute to:

> *. . . building a qualified workforce, filling critical human resource gaps, and supporting good leadership in the public and private sector and build people-to-people and institutional links with Australia.*

ICS Program documentation also refers to the Program's aims. For example, the *ICS Awardee Handbook 2016* refers to the aim of:

> *. . . building a skilled workforce and strengthening service delivery to the people of PNG. The scholarship program aims to train health and education professionals who will return to their provinces and provide services to communities - in remote districts as well as urban centres.*

The recent *Draft Design Document for the DFAT / EMPNG Partnership Activity* refers to two aims:

> *The primary aim of the program is to address rural workforce gaps in the frontline service delivery sectors, with recruitment focused on students living in rural and remote areas. A secondary aim is to support participating institutions to improve their training capacity.*

ICS Program Objectives

The ICS Program has two overall objectives:

1. Provide women and men with the skills and knowledge to contribute to PNG's economic and social development within the priority areas of National and Provincial governments, and within the private sector and civil society.
2. Support development of PNG higher education institutions through a framework that provides adequate resourcing for the development of achievable performance standards.

Clarity of Program Goals and Objectives

In terms of clarity, the stated program goal of the AAPNG Program is clear and relevant to the ICS Program, however the use of additional aims for the ICS Program has the potential to confuse and dilute the goal for a number of reasons. Firstly in the use of the terms 'goals' and 'aims', the relationship between the two concepts is not clear. Generally, 'aims' refer to broader or more general intentions, whereas 'goals' are more specific and relate to the outcomes to be achieved (and 'objectives' are more specific than goals), although in practice the terms are not always used hierarchically and often interchangeably.

A further area requiring greater clarity is the stated focus of the program – the above aims refer to rural and remote students, however the selection process also prioritises disadvantage (based on the poverty ranking of districts) as well as youth. If targeting disadvantage and youth is part of the Program's goal, it is not currently reflected in it (or the aims).

The program objectives are clear, although the *Draft Monitoring and Evaluation Framework for the AAPNG Program* (which includes the ICS Program) also articulates program objectives:

1. Application of knowledge and skills by in-PNG and in-Australia formal award alumni
2. Links between Australia and PNG at the individual and organisational level
3. Public diplomacy benefits for Australia and PNG Governments
4. Workplace enablement and strengthening (skills utilisation)
5. Productive alumni networks (including PNGAAA)

These objectives are used in the AAPNG program logic to show the relationship between the program outputs and the program goal, and although expressed as objectives, they are effectively program outcomes. The use of two ICS Program Objectives and five (different) AAPNG Program Objectives in the M&E Framework does not assist in the clarity of objectives.

The *DFAT Monitoring and Evaluation Standards 2017* require that the program logic link immediate and intermediate outcomes with the program goal, and does not refer to the use of objectives in the program logic. As the objectives in the M&E Framework are effectively outcomes (intermediate

outcomes), this issue of clarity could be addressed by referring to the M&E Objectives as outcomes. In response to these requirements, Appendix C illustrates a proposed ICS Program logic diagram.

Validity of Program Goals and Objectives

For the purposes of this assessment, validity is used in the sense that the goals and objectives are logical, plausible and cogent. It is our assessment that, in terms of plausibility, the ICS goals and objectives could be regarded as valid, as it can reasonably be expected that the provision of scholarships and related support will increase the number of qualified workers and contribute to reducing skills gaps. However, it should also be noted that there are factors outside the ICS Program that will determine employment outcomes, and unless these are addressed, they have the potential to diminish the validity of the ICS goals and objectives.

In research and evaluation terms, the validity of the goals and objectives will be assessed through demonstrating the causality and generalisability of the goals and objectives in achieving the desired outcomes, and this will be able to be demonstrated through the implementation of the M&E Framework. For example the recently implemented AAPS Alumni Development Impacts Survey (ADIS) suggests that application of skills and knowledge in the workplace is significantly impacted by workplace resources and other factors, which has implications for the underlying assumptions of the program's goals, and therefore their validity.

ICS inputs and activities are feasible and culturally appropriate

Feasibility of ICS Inputs and Activities

To date, the ICS Program has focused on managing a large number of scholarships in up to 26 courses across up to 22 TEPs per year. Currently, the program supports approximately 600 on-award students per year, of which up to 200 has been a new intake of students. This is a significant administrative task which is exacerbated by a number of factors, including:

- the limited interoperability of the management information systems used by the AAPNG Facility, which necessitates some manual processes in data entry, management and reporting
- the potential for a short timeframe between awarding of scholarships and mobilisation
- the need for monitoring processes and visits
- significant student welfare issues requiring support and intervention.

While the AAPNG Facility manages these activities in the context of its overall resourcing, the broad scope of scholarship administration and support limits its capacity to address other aspects of program management that are within its remit, such as pre- and post- scholarship activities. It is our assessment that, operationally, the AAPNG inputs and activities present challenges in terms of feasibility, due to the broad coverage of TEPs and system limitations.

Cultural Appropriateness of ICS Inputs and Activities

To a large extent, the experience of ICS awardees in terms of cultural appropriateness is dependent on TEPs, and the ICS Program has limited capacity to influence this. The majority of ICS activities, such as promotion, selection, mobilisation, support and alumni activities are delivered in the context of the prevailing educational and professional environment and in this sense are culturally appropriate.

There are however some issues of cultural appropriateness that result from the level of financial support that ICS awardees receive and the unintended consequences of this in terms of relationships with student peers, families and communities, and which are discussed in more detail later in the Report.

In addition, there are cultural considerations in relation to employment outcomes, which are not the direct responsibility of the ICS Program, but will require some consideration. Examples include the placement of female workers in unsafe environments and the use of males and females in health clinics (where either male or female patients, or their partners / families, may have sensitivities). These considerations highlight the need for the ICS Program to be more actively linked with national workforce plans and polices so that selection of awardees is consistent with workforce practice.

More broadly in terms of appropriateness, Gender Equality, Disability and Social Inclusion (GEDSI) considerations can be achieved in program design, implementation and monitoring. However as GEDSI was not an explicit focus of the Terms of Reference, we have not completed an assessment of the program from this perspective. There are areas however where GEDSI outcomes may not be optimised, such as through awardee selection and student welfare while on-award, and future program processes will need to consider this. Examples include an appropriate balance in awardee selection, safety of female students, the impacts on married students living in student residences (separately from their partner / family) and loss of scholarships through pregnancy and illness. There are also broader GEDSI considerations, such as GEDSI in the curriculum and in employment outcomes, which are beyond the scope of the ICS Program, although these may be addressed through the capacity development support for TEPs.

ICS Impacts are Fully Understood

The draft AAPNG M&E Framework provides the mechanism for the ICS Program to articulate its impacts aligned with the overall AAPNG Program. Program impacts generally relate to the broader goals (beyond the program) that the program outcomes contribute to. For the ICS Program, outcomes such as awardees gaining qualifications (immediate outcomes) and gaining employment (intermediate outcome) contribute to impacts (or long terms outcomes) such as a more qualified workforce and reduction in skills gaps.

In terms of the impacts being **fully understood**, the program logic can clearly articulate this – see Appendix C. In terms of the impacts being **demonstrated**, this will follow from the implementation of the M&E framework. For example, the Post Award Outcomes Monitoring Reports conducted for graduates of the 2012, 2013 and 2014 Community Health Worker and Midwifery intakes measures program outcomes (in relation to gaining qualifications and employment) as well as the contribution to some broader impacts, and should provide some data for the M&E Framework, as will the AAPS Alumni Development Impact Surveys (ADIS).

For the purposes of our assessment, without the full implementation of the M&E Framework, and baseline measure for comparisons, it is not possible to comment on the achievement of impacts. We would however observe that impact measures can include qualitative measures (including case studies and success stories), and the program's current focus on scholarship numbers (quantity) needs to be balanced by a focus on scholarship impact (quality) and this will require better targeting of scholarships with integration across the Australian Government Official Development Assistance (ODA) investment.

The ICS Program is Sustainable

The current focus of the ICS Program is on a large number of scholarships in a range of courses at a number of TEPs, and this has significant implications for the sustainability of the program from the perspective of **operational sustainability**. As we have not conducted an assessment of resource utilisation for the administration of the ICS Program, or benchmarked it against similar programs, we cannot comment of the financial sustainability of program administration, although our sense is that the current focus is not sustainable administratively over the long term.

The question of sustainability can also be applied to the **sustainability of program outcomes**, such as employment outcomes and capacity development of TEPs. In relation to employment outcomes, sustainability over the long term will be influenced by factors such as the quality of workforce planning, the employment environment and career development pathways for graduates. While the ICS Program does not have direct control over these factors, this also highlights the need for the program design to be cogniscant of these factors and find ways to influence them through the program or other mechanisms. The program cannot be seen to be sustainable if graduate participation in the identified areas of skills gap is not achieved and sustained.

The capacity development of TEPs needs to also focus on sustainability. There is a risk with the current approach that support for capacity development through the scholarship payments to TEPs will create a culture of dependence within TEPs, and unless this funding is targeted will be opportunistic rather than systematic. Moreover, support for capacity development should, over time, support the TEPs to be more self-sustaining through targeting areas for capacity improvement that can be supported in conjunction with scholarship payments.

Issues in relation to TEP capacity development support are discussed later in the Report.

ICS are an Appropriate Modality under the Australia Awards Brand

In-country scholarships are not common across Australia Awards programs, and the PNG ICS Program sits within the Australia Awards Pacific Scholarships component of the Australia Awards Program.

The purpose of the Australia Awards Pacific Scholarships is to:

> *. . . contribute to the long-term development needs of Australia's partner countries in line with bilateral and regional agreements. They provide opportunities for people from developing countries to undertake full-time undergraduate or postgraduate study at participating Pacific regional universities and Vocational and Education Training (VET) institutions.*

As the purpose of the ICS Program is aligned with the purpose of the broader Australia Awards Pacific Scholarships, it is an appropriate modality under the Australia Awards brand. In addition, the operation of the ICS Program is broadly consistent with the operation Australia Awards Pacific Scholarships, in terms of selection and support of awardees.

While there are some unique aspects of the ICS Program, such as in-country study and a significant focus on TEP capacity building, this does not diminish the appropriateness of the program under the Australia Awards brand.

4.4 Key Themes and Issues

Priority areas and workforce gaps

One of the primary aims of the AAPNG ICS Program is to address workforce gaps through the provision of scholarships to students in targeted priority areas. These priorities are captured in various governing documents including the annually agreed *Papua New Guinea-Australia Aid Partnership Arrangement* priorities.

While a significant number of individuals have been trained through the ICS Program in the priority areas of nursing, midwifery, community health works and primary education, from discussions with stakeholders, and supported by post-award tracking studies, it is clear that currently no effective mechanism is in place to ensure that awardees are able to gain employment in their area of training. More broadly it does not appear that prioritisation and allocation of scholarships are informed by mechanisms to identify workforce gaps and track where these gaps are being addressed by scholarship provision, or to identify emerging areas that will benefit from the provision of scholarships. While such information is outside the control of the ICS Program, it impacts its ability to effectively target workforce needs.

While the Department of Higher Education, Research, Science and Technology (DEHRST) undertakes some regular workforce analysis, stakeholder discussions and our own research highlighted that there is no overarching workforce strategy, reliable and up to date labour market analysis or comprehensive training needs assessments available for the whole of PNG. Institutions such as the Department of Personnel Management capture some training and workforce needs though individual performance agreements and training plans however this is limited to public sector Departments. Similarly, the National Training Council utilises 3-year training plans submitted by private sector organisations to inform broader private sector priorities.

Discussions with specific sectors identified the availability of different levels of workforce planning and needs analysis information. For example, in 2011 the World Bank completed a comprehensive report on the PNG health workforce supply crisis. Further work in relation to the health workforce has been completed as part of the jointly funded Rural Primary Health Services Delivery Project. Through this initiative, significant work has been undertaken within the National Department of Health to assess workforce requirements including position establishments by cadre and available vacancies. In relation to the Fisheries Sector, in late 2011 a training needs assessment was undertaken across the whole sector, with subsequent more targeted work focusing on an aquaculture training needs analysis on courses within the Highlands provinces completed in 2016. However, this information is ad hoc rather than systematic, and this make is difficult for the ICS Program to develop a coherent and comprehensive approach to the prioritisation and allocation of scholarships.

In addition, perceived workforce gaps do not appear to be supported by employment opportunities. Anecdotal information indicates that employment opportunities for recent graduates are limited due to the lack of established positions available within organisations. Consistent feedback suggests that the decentralised workforces across PNG, particularly in health and education, makes it difficult for training institutions and relevant government departments to know where current and future workforce vacancies are actually located. Further, as Department's do not have retirement funding available,

funded positions are effectively 'occupied' even though there are no active staff completing the duties of that position.

Addressing these broader workforce planning issues are outside the direct influence of the AAPNG ICS Program. However, they are important factors impacting the delivery of the ICS Program in relation to target sectors, institutions and scholarship awardee training and ultimate employment opportunities. There would be considerable value in the AHC and the ICS Program increasing the linkages between scholarship opportunities and potential workforce planning agencies to strengthen the coordination of workforce needs with workplace vacancies. There is also the opportunity to provide a better linkage between trained individuals and these identified workplace vacancies. Potential options for creating such linkages are discussed later in this Report.

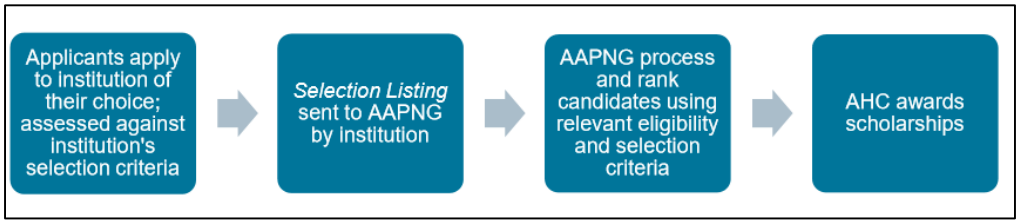
Student selection and mobilisation

At the time of this Review, there was no current application process that potential recipients needed to complete to be considered for selection. Feedback from awardees during monitoring visits showed very limited awareness of the AAPNG ICS Program prior to being offered the scholarship. This is also a result of limited communication activities in 2016 on the ICS Program. The potential flow-on effect is that, even though scholarship contracts between the Australian Government and the awardee have been signed and returned, and Induction Handbooks have been received and discussed, awardees continue to not fully appreciate the potential benefits of accepting AAPNG ICS scholarship or their reciprocal responsibilities. Opportunities for public diplomacy activities are also not being realised.

The *2014 Stocktake* of the ICS Program identified that in 2013 applicants were required to submit separate applications to the training provider for admission to the course, as well as to the AAPNG facility for a scholarship. Assessment at that time found that this was a significant burden on applicants and TEPs, and the process was changed in 2014. While it is not clear whether the issues related to applications for admission or for scholarship, reports state that approximately 70 per cent of forms received in 2013 were non-compliant and required follow-up activities to complete the process. The application process was further simplified for the 2015 intake, for example with the collection and verification documentation only obtained from successful applicants and shifting compliance activities to the back end of the selection process.

The current process for scholarship awardee selection relies heavily on the enrolment process and timings of an individual TEP. While the selection process varies according to the program of study, type of applicant and the TEPs section and start dates, the Figure 1 illustrates the generic process.

Figure 1: Current application and selection process for awardees



Source: Extracted from AAPNG ICS Program 2017 Selection Guide

As Figure 1 shows, each eligible TEP is required to complete a selection listing template providing specific information of accepted candidates for consideration of an ICS scholarship by AAPNG / AHC. Eligibility and selection criteria in relation to the age of the applicant, the district of residence and the applicant's Grade Point Average (GPA) is then applied. Depending on the course, gender and years of relevant experience may also be taken into consideration. As the scholarship selection is based on the provided TEP selection listing, the transparency of the original selection is at times unclear, particularly if the provided list does not appear to include all students accepted by the TEP.

The absence of an application process or interview process means that the current selection process does not consider the student's commitment and suitability to the applied course of study. Further, as information regarding financial status is not requested and selection is based on pre-acceptance to an institution, the opportunity to attract potential students who would not otherwise have applied to the institution due to financial constraints is also missed.

Information on the current selection process highlighted that the information management activities associated with awardee selection and mobilisation is intensive and largely manual due to the constraints of the current IT systems. There are interoperability issues between the two systems (OASIS and SCHOLAR) and neither system fully fits the current requirements ICS Program.

The intensity at awardee selection and mobilisation is compounded by the large number of awardees and institutions, coupled with often late notice of awardee information. The consequence is that awardees may have already accepted the position within the TEP and mobilised before they are notified of receiving a scholarship. It also means that there is the risk that reimbursement of mobilisation and establishment costs by AAPNG do not return to the party who originally funded the costs – either family or other 'sponsor'.

The benefits provided to an ICS scholarship holder are generous compared to other scholarship programs and it is considered to be a 'prestigious' scholarship. However, with the current lack of application process and limited academic targets required to be maintained, any proactive and competitive motivators for individuals to secure and retain a prestigious AAPNG ICS scholarship are reduced. Noting the large number of scholarship places offered within a particular course there is also limited 'exclusivity' associated with the scholarship.

Monitoring and evaluation activities to date have not captured the impact of the ICS scholarship amongst cohorts. For example, there does not appear to be any comparison between scholarship and non-scholarship students in relation to completion, gaining employment or returning to the rural and remote areas within a particular TEP, let alone across TEPs for the same type of qualification. As a result, the relative benefit of gaining an AAPNG ICS scholarship is not known nor is the intrinsic link of people-to-people strengthening being obtained through the provision of a scholarship.

Student welfare management

At the time of Review more than 20 TEPs were involved in the delivery of the ICS Program. The *2014 Stocktake* recognised that it was a priority for AAPNG / AHC to implement institutional agreements / statements of obligations to clarify policy and responsibilities, especially regarding pastoral care responsibilities. Significant effort has been expended on the monitoring and management of TEPs by the AAPNG Facility including through the introduction of Memorandums of Understanding (MOU) in 2016

between the Managing Contractor and the TEP. It is however difficult to retrofit increased governance arrangements, standards and expectations after a program has been underway for some time and processes and procedures are embedded. While existing MOUs were novated as part of the program's transition to the new Managing Contractor, reports indicate that some TEPs continue to be unclear on their obligations and not all TEPs actually have an MOU in place. These issues impact on the effectiveness of the MOUs as a management tool. It is also noted that currently MOUs are between the TEP and the AAPNG Facility, whereas scholarship agreements are between the awardees and the AHC. It would be more appropriate and consistent for the TEP MOUs to be undertaken with the AHC.

Recommendation 1
That TEP MOUs (and other / or equivalent agreements) be undertaken with the AHC rather than the AAPNG Facility.

Ongoing management of the large number of TEPs has highlighted that many struggle to satisfactorily meet their agreed responsibilities in relation to academic services, facilities management awardee support and welfare and scholarship management. In late 2016 a revised performance rating tool assessing individual TEPs against specified criteria was introduced by the AAPNG. This was to assist with management of TEPs and to provide a mechanism for change amongst underperforming institutions. However, the collection of appropriate and sufficient evidence against criteria is variable. The current process provides no objective measures and it is subjective and primarily based on student feedback and monitoring team observations during monitoring visits. The current application of the performance rating tool can potentially result in an adversarial relationship between the TEP and AAPNG and may provide a stalemate for change. The monitor visit consultations with students also tends to focus on issues that are often outside the responsibility or influences of the TEP to change and may be outside the program's objectives and scope.

As a management tool, the performance rating approach may be more appropriately and usefully framed as a capacity assessment tool, given the above limitations and the intent of the ICS Program to strengthen TEP capacity. Previous capacity assessment of health sector TEPS can provide a useful baseline for monitoring and assessing TEP's progress with the support of its capacity building funding. In addition, as discussed below, performance assessment is more appropriately achieved through the various TEP accreditation arrangements.

While examined MOUs indicated that they require funded TEPs to be delivering accredited courses, there is no operational link or partnership between the ICS Program and the relevant accreditation or regulatory bodies within the PNG Government system. The assessment and adherence to institutional quality, teaching facilities and teacher requirements is normally the responsibility of these bodies. The resulting quality improvement assessments and recommendations to retain accreditation could form the basis of ongoing performance management and institutional strengthening requirements.

The current wide variety of capacity and ability of TEPs to provide an acceptable standard of student welfare management warrants careful consideration, including from an Australian Government risk management perspective, when assessing partner institutions and priorities going forward. As part of the TEP assessment process additional risk mitigation initiatives may be need to be introduced.

Institutional capability and strengthening

In relation to institutional strengthening requirements, baseline capacity assessments of health sector training institutions were undertaken in 2012. Specifically, a Community Health Workers School Diagnostic Audit was undertaken as was a similar Nursing School Diagnostic Audit. Each report sought to document activity, infrastructure and resourcing requirements of these training institutions against relevant PNG quality assurance and accreditation frameworks. The reports identified broad issues needing to be addressed across the sector as well as providing individual institution assessments and targeted recommendations for improvement. The assessments identified that such improvements would only be achieved if the recommendations were followed and the human resources of the governing and oversight bodies were strengthened.

Notwithstanding these baseline assessments being completed, the capacity building payment included in the higher tuition fees paid to these health sector TEPs for scholarship students was not explicitly linked to addressing identified deficiencies. The ICS Program has provided flexibility and discretion to the TEP in the use of these funds with only broad outcomes expected to be achieved. While individual improvements have been reported, this untied approach to the ICS scholarship funding has not resulted in a demonstrable change or increase in institutional capacity across TEPs and many of the identified issues in the 2012 baseline capacity assessments remain.

If the objective of increasing institutional capacity is to continue as part of the ICS Program, there are opportunities for this to be aligned with other areas of the system in which TEPs work, such as accreditation and workforce development / career development and broader development initiatives within that sector. Also improving the linkages between the TEP and industry will provide a greater understanding of the challenges and context of the environment in which students will eventually work and prepare students accordingly so that they are not only trained but 'job ready'.

Unintended consequences

Generosity of Scholarship Payments

There have been various AAPNG studies considering the stipend amount and components for scholarship awardees. Feedback from consultations consistently identified that the current stipend provided under the ICS scholarship appears to disrupt relationship dynamics amongst student cohorts, institutions and within the family unit, particularly at the CHW schools. While there are differing views the overarching perception is generosity and potential for double dipping particularly when other scholarships / sponsorship is provided through unregulated means (e.g. local member scholarships). As a result of perceptions surrounding the level of stipend, anecdotal feedback is that some TEPs are not providing core services to scholarship students without an additional 'fee' being paid by the individual.

Recommendation 2

That the current level of stipend paid to awardees be reviewed to ensure consistency across courses and TEPs and comparability with the experience and expectations of non-ICS Scholarship holders.

Scholarship Termination

The current policy of no suspension or variation associated with the ICS Program means that there may be significant investment in an individual's training that is potentially forfeited due to circumstances

outside the direct control of the student, for example severe illness or significant family issues. The variability of school rules associated with student pregnancy may result in the same outcome with a student being terminated and unable to satisfactorily complete their study. These later outcomes are inconsistent with the principles of the GEDSI policies of both PNG and Australian Government surrounding social inclusion and non-discrimination policies. Addressing discriminatory practices is difficult where they form part of school rules and are not addressed upfront as part of the partnering relationship with a TEP.

Complexity

There are a number of partnering initiatives currently in place with private sector companies under the ICS Program. This effectively involves private sector companies 'funding' an agreed number of scholarships for people from specific areas in certain courses. Awardees are advised that the scholarship is then jointly funded by AAPNG and the company. Specific arrangements are in place between AAPNG and Newcrest, AANPNG and Oil Search Foundation, and AAPNG and ExxonMobil. Having a joint partner to fund scholarships enables more scholarships to be awarded then may otherwise have been possible. Tailored partnering arrangements such as these have the potential to require significant human resources in the administration of a small number of scholarships to the potential detriment of the greater program. This risk is increased when additional governance arrangements, steering committees and bespoke selection processes are required to be established as part of the partnership. Going forward there would be benefit in streamlining a partnership model that can be adaptive to the needs of both parties but has agreed parameters and consistency in governance structures and administration.

Expectations

Recent reductions in scholarship numbers has identified potential Institutional dependence and expectation of receiving ongoing Australian Government funding through scholarship placements. The recent introduction of the Capacity Development Small Grant projects is one tool being trialed to assist with managing this ongoing expectation. In the event that the ICS Program readjusts its approach to TEP selection and partnering, further change management activities both internally within the AAPNG team and externally with affected stakeholders will need to be developed. In the future, exit strategies should be identified and clearly communicated as part of any revised governance arrangements.

Substitution

As the ICS scholarships are provided once a student has already been accepted into a specific TEP, and at times, the school year has already commenced, there is the risk that the Australian Government scholarship is just substituting a previously awarded scholarship by the Government of PNG or another partner. Where the scholarship is a substitution of sponsor rather than an increase in possible students, the overall objective of increasing target workforce areas is not being achieved.

5 Missed Opportunities

There are a number of missed opportunities under the current ICS Program that would, if suitably addressed, provide for an improved outcome in addressing priority workforce gaps and well as strengthening partner PNG training institutions' overall capacity to deliver high quality student outcomes.

Opportunities include:

- improved targeting of scholarships to a disadvantaged student who would not otherwise obtain further skills and / or individuals from particular regions to encourage them to promote frontline service delivery in home communities
- supporting 'high potential' students, for example academic or leadership potential or the motivation and ability to make a significant contribution to their community, and who may need support
- delivering a holistic approach to provide integrated support to achieving development objectives at a local level including through increased partnership with government, civil society and the private sector
- working closer with accreditation and quality assurance oversight bodies to build capacity in those organisations through the application of an objective assessment framework
- having a greater impact with TEPs to improve better learning outcomes for all students not just those on scholarship.

6 Design Directions

Consistent with the intention that innovation and opportunity will underpin DFAT's approach to Australia Awards investments, the following design directions for an ongoing ICS Program can inform new ways to solve identified issues and challenges, and provide new options for the flexible and responsive delivery of education to suit the PNG In-Country context. These options are not mutually exclusive.

6.1 Smaller Number of Targeted Scholarships Delivered Through a Smaller Number of TEPs

The current ICS Program has spread itself too thinly across too many TEPs. This limits the program's ability to ensure that students are receiving a prestigious scholarship at an institution that is able to deliver a consistent accredited level of academic instruction, support and associated work placement training. While students are completing their studies they may not have developed sufficient skills from an industry perspective to be effective in the workplace.

In determining partner training institutions, selection criteria and a clear process for outlining and agreeing expectations, governance arrangements and delivery standards is recommended prior to any new scholarship award. As discussed earlier it is very difficult to retrofit expectations and policies at a later date.

Similar to the broader Australia Awards In-Australia program, developing and circulating a comprehensive policy handbook outlining agreed deliverables and the policy framework for the program is also important.

By working with a smaller number of scholarships and a smaller number of partner institutions emphasis can be placed on the quality improvement of teaching facilities and capacity prior to any increase in overall student numbers. It provides the opportunity to have tailored individual support packages for each TEP, such as closer twinning arrangements with Australian Institutions, or specific lecturer development initiatives, to ensure consistent training outcomes are available for scholarship students as well as satisfying broader Australia Awards objectives.

Recommendation 3
That future scholarships be targeted at a smaller number of awardees in a fewer number TEPs in each workforce area, while pursuing opportunities to extend to other workforce areas.

6.2 Better Targeted and Accountable Institutional Capacity Development

We recommend that a closer relationship is developed between the ICS Program and existing PNG quality assurance and accreditation frameworks and their administering bodies to ensure academic programs and support services are being met. By working with a smaller number of TEPs, the recommendations and quality improvement plans from these accreditation bodies have more likelihood of being implemented and supported.

Recommendation 4
That a closer relationship be developed between the ICS Program and existing PNG quality assurance and accreditation frameworks and their administering bodies to align TEP selection and monitoring with external quality assurance assessment.

Working in partnership with these bodies for monitoring institutional capacity building will provide an objective and transparent framework and better assist institutions addressing identified deficiencies. This will have a two-fold effect by increasing capacity and resources within the accreditation framework to make it more robust across the whole sector, while also increasing an institutions ability to deliver the teaching outcome to a measurable quality standard.

By using the available external quality and performance assessment arrangements, any ICS Program monitoring can focus on assessing improvements in capacity, measured against each TEP's baseline and agreed capacity development objectives.

Recommendation 5
That the approach to TEP monitoring be reframed to focus on assessing progress in capacity development, measured against agreed priorities for improvement.

6.3 Centres of Excellence – For Strengthening Institutions

Depending on the numbers of future partner institutions (see above), there are opportunities to work more closely with a specific TEP to develop as a 'Centre of Excellence'. For example, one option would be to work in more comprehensive way with one School of Nursing to help it to develop advanced capacity, partner with a similar Australian Institution and become a leader and to model better practice. Once capacity is increased there is the potential for that school to partner and support similar schools within PNG, using a 'hub and spoke' model.

Alternatively, the focus could be on an identified subject matter area that currently is not able to be delivered in PNG to an internationally accredited and industry-required standard. Once such important area is engineering. Recognising the ongoing importance to the resource and economic development sector, PNG would benefit by having such a Centre of Excellence within one of the PNG universities that has sufficient resources and appropriately trained staff to meet this need.

These options for specific Centres of Excellence fit well within the current objectives of the ICS Program of building institutional capacity and providing scholarships to students to address identified workforce priorities.

6.4 Better Linkage Between Skills Development and Pathways to Workforce and Skills Usage

Unlike the Australia Awards In-Australia and the Australia Awards Fellowship scholarships, the courses offered under the ICS Program are predominately directed towards school leavers gaining foundation training to start a career rather than being for postgraduate study of individuals already engaged in the workforce. The exception to this is midwifery scholarships for experienced nurses with relevant professional experience who are often still employed while undertaking their studies.

Unlike most other Australia Award alumni, ICS scholarship holders do not have specific opportunities or obligations to return back to an organisation once their study is completed. They are also often starting out into a new field with little understanding of how to find suitable employment. Providing greater emphasis on supporting graduates find initial employment will increase the investment outcomes for the ICS Program.

In addition to enhancing possible employment paths, there is the opportunity to increase the timeliness of industry registration of awardees (which is a key step to applying these skills in the workplace). For example, in order to practice as a nurse within PNG the individual must be registered with the Nursing Council of PNG. Previous reports, including post-award tracking reports, have identified considerable delay between the student's completion of their education program and their subsequent registration. Various factors including misunderstandings of the process for registration, incomplete supporting documentation (including completed student log-books) and resource restraints have been identified as contributing to these delays. Improvement has been achieved in this area through separate DFAT-funded capacity development activities within the Nursing Council of PNG. However, to strengthen this important step it is recommended that relevant parties continue to work together to streamline and support the registration process as apart of future student completion requirements.

Recommendation 6

That the AHC and the AAPNG Facility, TEPs and relevant registration bodies continue to work together to streamline and support the registration process as apart of future student completion requirements.

In addition to similar registration issues for completing Community Health Worker students, there are also challenges associated with working in an isolated environment without support from more experienced co-workers. Providing access to professional communities of practice within a geographic area and targeted mentoring support for the first year or so post-award will strengthen the people-to-people linkages developed during study while also providing ongoing professional development for individuals starting in the workforce.

While the examples provided here relate to the health sector, incorporating initiatives into the ICS Program to support initial job placement, timely completion of industry registration requirements and graduate workplace mentoring as part of undergraduate scholarships are applicable to most sectors.

Recommendation 7

That the AHC and the AAPNG Facility increase the linkages between ICS scholarship opportunities and potential workforce planning agencies to strengthen the coordination of workforce needs with workplace vacancies, including developing a greater understanding of the challenges and context of the environment in which students will eventually work and whether additional ODA initiatives should also be considered.

6.5 Leveraging Across New Sectors and TEPs Through Public and Private Partnerships

Consistent with Australia's broader ODA policy there is the opportunity to maximise the impact of the ICS Program through increased co-funding and collaborative activities with partners from the government, civil society and the private sector. Stakeholder discussions identified specific opportunities for increased leveraging activities. However, noting the complexities associated with current co-funding

partnerships there would be benefit in streamlining a partnership model that can be adaptive to the needs of parties but has agreed parameters and consistency in governance structures and administration.

Ideally the revised model provides for the efficient and effective delivery of all scholarships can be scaled up or down while also allowing for some tailored targeting of individual scholarship awardees and appropriate co-branding. A transparent decision-making framework could be developed that provides a tiered level of support for an appropriately tiered level of co-branding benefits applicable to most sectors. Development of such a framework will enable consistent and timely decisions to be made on the suitability of a potential partnership within an acceptable risk profile including dilution or enhancement to the Australia Awards brand. Depending on the initiative, broader industry support and commitment to the partnership may also be relevant to consider.

One example of a possible ICS Program / public private partnership highlighted during stakeholder discussions was a female PNG maritime bursary program. The proposal noted that coastal shipping is a crucial element of the PNG transport and economy and is an important building block of economic development. It also recognised that the number of women in the PNG maritime section is very small and that entry to the industry is difficult. Through the use of a targeted scholarship program and increasing the participation of women into the sector, broader enhancement could be made to the industry. The initiative proposed a comprehensive scholarship model in conjunction with industry-required sea service delivered through a consortium of private sector shipping companies. The coursework underpinned by supervised sea service ensures that students satisfy international certification requirements upon graduation. As the Madang Maritime College delivers courses through a cost recovery model, the payment of standard tuition fees supports capacity within the Institution and within the sector. Ongoing industry support through the PNG Women in Maritime Association was also to be included as part of the package. The suggestion was that successful candidates would be available as employees to the maritime industry as a whole and would be free to join the employer of their choice.

This example highlights an alternative option where ICS could partner in an industry specific way to address identified workforce gaps. Given its potential link to facilitating broader development outcomes it may also fall under a holistic and integrated approach discussed below.

The approach to partnering however needs to adhere to key principles, including:

- the identified workforce area is a priority within the decision framework (discussed later in this Report)
- the industry partnership uses the existing ICS Program administration model (policies and processes)
- the partnership 'value adds' the ICS Program (for example by increasing scholarship funding and scholarships awarded), rather than using the program as an outsourced service provider.

Recommendation 8

That a standard industry / non-government partnership framework be developed that provides clear opportunities and benefits for potential partners but in accordance with the overarching strategic framework of the ICS Program.

6.6 Holistic and Integrated Approach to Supporting Development Initiatives

Stakeholder discussions also identified possible opportunities to partner in a more holistic and integrated approach and where scholarships for certain courses could form part of a broader development initiative within a particular location.

Opportunities under this theme particularly relate to using scholarships and institutional strengthening activities to ensure broader development outcomes can be achieved. A possible example would be where ICS scholarships are used to ensure suitably trained personnel are available to work in a newly constructed school or medical facility within a specified location being delivered as part of a comprehensive PNG and / or Australian Government and / or private sector solution.

The inclusion of targeted scholarships in parallel to suitable PNG Partnership Fund projects may also be an avenue that warrants further consideration. As these funded projects will be in the range of $3 million to $10 million each year for three years any linkage with scholarships will need to carefully consider exit strategies so that partner expectations remain clear.

6.7 Managing Scholarships as an End-to-End Process

The Review identified that while the AAPNG offers a suite of support, the focus on end-to-end management of scholarships is not fully realised. For example, support from year 12, on-award for undergraduate training, satisfactory completion of award and back in workplace, enrichment program while on-award, mentoring on completion, alumini activities while on the job, further education opportunities later in career etc. While the program currently has the remit for this focus, the resources required for managing a large number of scholarships at a large number of TEPs has limited its focus across all aspects of the awardee lifecycle. This also reinforces the need to address outstanding AAPNG program consistency and efficiencies issues including award promotion, branding, post-award support and ongoing M&E activities.

This limited end-to-end management for individuals also highlights the possibility of better integration of the ICS Program and identified institutional support activities being delivered through the other AAPNG awards. This is particularly relevant with the delivery of certain AAPNG Fellowship awards.

7 Options Analysis

The Review recognises that the AAPNG Program is a cross-cutting mechanism that is well placed to work more closely with the other ODA activities within the PNG post to promote the PNG-Australia partnership and bilateral priorities.

In addition, the AAPNG sits within the broader Australia Awards global program whose goal is to support partner countries to progress their development goals and have positive relationships with Australia that advance mutual interests. The *Australia Awards Global Strategy 2016–2018* (the Global Strategy) outlines that innovation and opportunity continue to underpin the approach to Australia Award investments. The Global Strategy encourages finding new ways to solve problems and new options for the flexible and responsible delivery of education to suit the global market.

The Global Strategy also specifies five principles that are to be applied to Australia Awards investment approach decisions. Should it be determined that the ICS Program remain within the Australia Award brand, any investment decisions on the options explored in Section 5 need to have regard to these principles. The five principles are:

Principle 1: Alignment with Australia's development, economic and public diplomacy priorities

Principle 2: Equity of Access

Principle 3: Merit-based Selection

Principle 4: Value for Money and Evidence-based Decision Making

Principle 5: Promote the Australia Awards.

7.1 Business as Usual

The current ICS Program complies with the five principles of investment under the Global Strategy however there are multiple areas of improvement that could be made to enhance the program's alignment with each of the principles. The findings from the report on the initial 2012 pilot, the *2014 Stocktake*, the 2016 Teacher Pre-Service pilot impact analysis and this Review all conclude that it is not appropriate to continue with business as usual. As it is recognised by key stakeholders that the ICS Program needs some adjustment, the reputational risk of not responding and ensuring that the program is able to better focused to achieve its strategic goals is great. Further, the unintended consequences outlined in the previous section, if not addressed, have the potential for harm to the Program's reputation and effectiveness. For example, the current level of dependency and expectation of continued support from TEPs is one aspect of the program that cannot continue as it is not effective or sustainable.

Notwithstanding the potential opportunities to revise the program, incorporating even small enhancements such as facilitating improved professional registration for graduates and enhancing post-award linkages to employment opportunities and alumni will provide considerable improvement to the outcomes for awardees and the ICS Program as a whole.

7.2 Cease Current Approach Now and Start Completely Refreshed

The current ICS Program supports scholarships for some courses of study that are longer than one year in duration. Analysis of the existing awardee profile highlights that in the first semester of 2018 there will be 286 continuing students in placement across 17 TEPs. While this number reduces in Semester 1 of 2019, there will still be 71 continuing awardees across seven existing TEPs. Considering the extent of continuing awardees and institutions, ceasing the current approach and starting completely refreshed is not feasible and has not been examined further.

7.3 Staged Implementation

This Report concludes that an Australia Awards in-Country Scholarship program should continue, however specific enhancements can and should be implemented in a planned and staged manner. While this will necessitate managing both a 'business as usual' and 'developmental' component of the program, it will enable the redesign to be achieved while minimising impacts on current and continuing arrangements. The next sections of the Report consider the key components of the future program design and a staged implementation pathway.

Recommendation 9

That the redevelopment of the ICS Program be staged over a 2-3 year period, including piloting of new approaches including pathways scholarships and TEP centres of excellence.

8 Key Components of the Future Program Design

8.1 Decision Framework for Selection of Priority Workforce Areas

As part of stakeholder discussions it is clear that the continuing ICS Program needs to be consistent with and responsive to the broader priorities of Australian Government's Official Development Assistance (ODA) to PNG including education, health, law and justice, and infrastructure and governance as well as the work of the Australian Centre for International Agricultural Research (ACIAR). This Review provides the opportunity to develop clear assessment criteria for how the program can respond to these existing and emerging opportunities; while also identifying potential risks and implement mitigation strategies associated with course and institutional selection where required.

The assessment of whether a workforce area should be included in the ICS Program covers a number of key issues and should be consistent with the overall goal of the Australia Awards Program of addressing critical human resource gaps. A key criteria is whether the workforce area is aligned with the strategic priority areas of support agreed between Australia and PNG through the ODA. If not, an alternate approach for support should be considered. If it is a priority area, a full or part sector workforce gap analysis should inform this assessment. If a workforce analysis in any form is not available, it is important that such an activity be completed before scholarships are offered to ensure a baseline is determined, outcomes and benefits can be measured and that the scholarship intervention is correctly targeted to the identified skill gap.

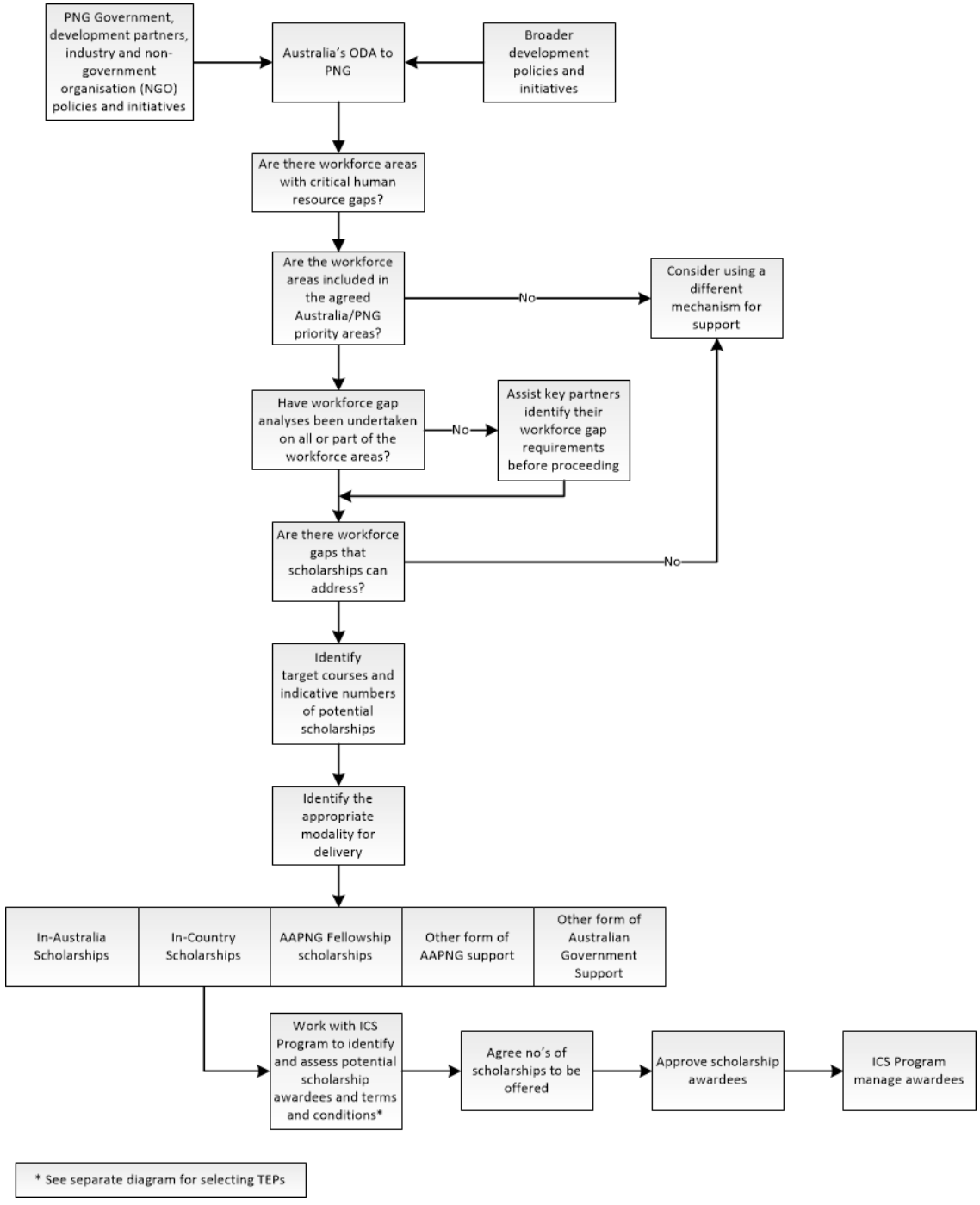
The next step in assessing a workforce area's inclusion is the identification of suitable courses for scholarship support and indicative numbers. Once this is determined, an overarching consideration is which modality of the AAPNG is best suited for delivery. For example, if there are a small number of skilled workers required and the course is not currently available within PNG, the In-Australia program may be more suited. However, should there be a large skill gap and PNG Institutions provide this type of qualification, the ICS Program may be the most suitable approach. Once the modality is identified, key questions include whether the institution and course is appropriately accredited, will scholarships increase the number or type of graduate to address the skill gap, and is there specific assistance that can be provided to the institution to ensure an improved graduate outcome and closer people to people links with Australia. (The actual assessment for individual PNG Institutions, also referred to as TEPs, is covered in a separate section).

A further consideration for the inclusion of certain workforce areas in the ICS Program is whether there is a clear path into the workforce to enable skill utilisation. As part of this pathway, questions such as should key private sector, NGO or industry bodies be part of the scholarship initiative need to be answered.

The ICS Program provides the flexibility to include new portfolios but the operational considerations need to be carefully examined to ensure each new initiative is a strategic investment, achieves value for money and is enables measurable change to be captured.

This decision framework is illustrated as a flowchart in Figure 2.

Figure 2: Decision Framework for Workforce Area Selection



Source: AAPNG Review Team

8.2 Decision Framework for Selection of TEPs

Our review has identified weaknesses in the program's focus on awarding scholarships at a large number of TEPs, and this is exacerbated by the focus on providing capacity development support as part of the tuition payment to TEPs.

To a large extent, the program is reliant on the national system to assure TEP quality and standards and it would be inappropriate and impractical for the program to apply its own performance and quality assurance regime in parallel with system processes, even if the national quality assurance processes are not fully effective.

Given that capacity development is a focus of program support, it is more appropriate that this be the basis for TEP selection, support and monitoring.

Decision Criteria

The selection of TEPs will in the first instance be guided by the availability of courses to meet the identified workforce need. Where there are a number of TEPs providing identified courses, factors that should influence TEP selection should include:

- TEP quality and performance as identified by relevant national quality assurance (accreditation) processes
- opportunities to cover more than one area of learning through a TEP, to leverage efficiencies of scale
- TEP capacity to provide student learning and welfare to the satisfaction of the Australian Government
- TEP attributes (such as location) necessary to meet student selection criteria, for example accessibility for students from priority rural and remote districts.

In addition, as we have recommended that the ICS Program move towards developing a 'centre of excellence' model for selected TEPs, a key selection criteria should also be TEPs with the potential to develop as a centre of excellence in a priority area of study.

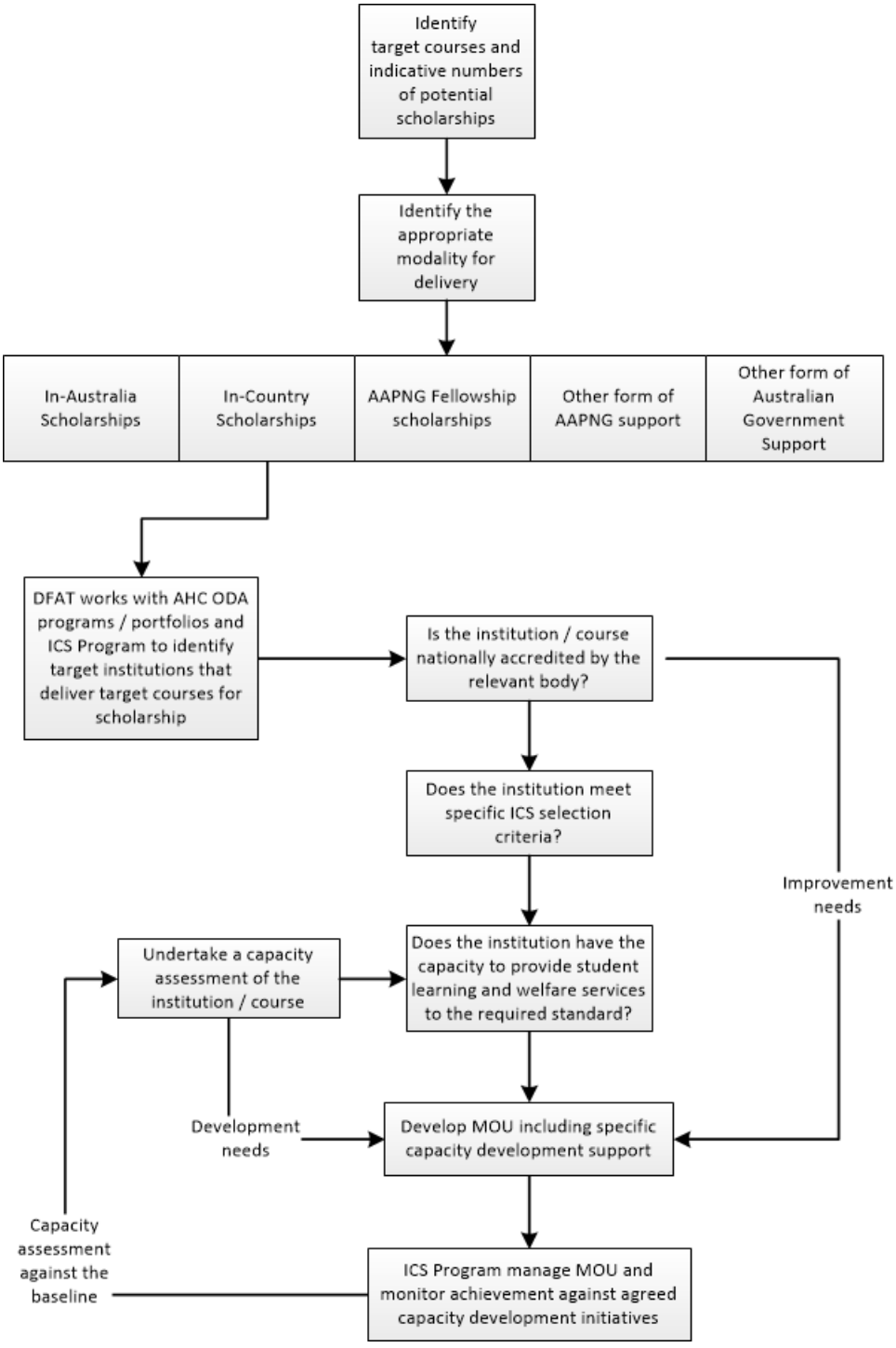
Optimum Number of TEPs

It is not feasible at this stage to recommend an optimum number of TEPs per area of study, although it is clear that the current scale of operations across 22 TEPs is unwieldy and presents challenges in delivering effective and sustainable capacity development support. It is also clear that the scholarships in each area of study should be awarded to a smaller number of institutions. This will have implications for the program, in terms of managing expectations while the scope of institutions is reduced, and ensuring sufficient coverage across priority districts.

In addition, if the program is expanded to other workforce sectors where there is a justified need, it is likely that the range and number of TEPs will need to increase and potentially approach the current scale. However, the current approach of awarding scholarships in one area of study to up to ten TEPs should not be continued. The optimum number of TEPs would depend on a range of factors including the number of priority workforce areas covered by each intake, expected coverage of priority districts and opportunities to streamline program administration and monitoring. The latter two factors are

addressed below in the section on TEP capacity. Figure 3 illustrates the decision framework for selecting TEPs for each priority workforce area.

Figure 3: Decision Framework for the Selection of TEPs



Source: AAPNG Review Team

Approach to Capacity Development Support

Capacity Assessment

TEP capacity is a key criteria in the selection of TEPs, and because of this and the support for capacity development provided to TEPs, there is a need for a clear, structured approach to assessing capacity in order to guide both selection and monitoring.

TEPs used by the ICS Program should be selected on the basis of an assessment of their capacity to deliver student learning and welfare, as well as the other criteria discussed in the previous section. The program has already undertaken baseline capacity assessments of nursing and CHW schools, and this can be used as the basis for continuing capacity assessments (to measure progress or improvements in capacity) and to inform targeted capacity support under the ICS Program. This capacity support can also be informed by areas of need or improvement identified through national quality assurance (accreditation) processes where available.

As the approach to capacity assessment will need to be applied to other areas of study, and should not increase the administrative burden in the AAPNG Facility, the capacity assessment instrument used for nursing and CHW schools should be adapted to provide a simple, adaptable and fit-for-purpose tool to aid TEP selection and monitoring, and aligned with national quality assurance processes, where practical.

Capacity Development Support Planning and Monitoring

Providing capacity development support to TEPs will both enhance the experience of awardees (and often all students at a TEP) and leverage opportunities within the ICS Program to provide targeted and sustainable support to TEPs.

To be effective, such support needs to be targeted, achievable and accountable. TEPs will face significant challenges in terms of resourcing and other factors, and their capacity development needs will exceed the scope of the program's support. For this reason, the support needs to focus on realistic and achievable capacity development targets, set or adjusted annually and monitored through the program's monitoring process.

TEPs, in conjunction with the AAPNG Facility, and as part of their funding support agreement, can set priority capacity development needs based on the capacity assessments and areas for improvement identified through the national quality assurance process. In this way, the TEP is able to identify capacity development goals that can be realistically achieved with the program funding and timeframe (which could include a multi-year timeframe where appropriate). In addition, the ICS Program will have a clear indication of the planned use of its capacity support funding to the TEP, and a sound basis for measuring progress and achievement.

The program's ongoing monitoring framework, which is currently based on a rating of TEP performance, will need to be reframed to focus on capacity development, including monitoring capacity gaps and measuring progress and achievements in relation to the agreed capacity development goals that the program support will be directed to.

Funding Capacity Development Support

Currently the ICS Program supports TEP capacity development through a 'premium' paid on the student tuition fee (including accommodation and food). The specific use of the funds is often unclear and is not easy to monitor, in terms of accountability and achievement of capacity development.

Future capacity development support should be decoupled from the tuition fee and structured as a grant with clear goals and accountability for the use of funds and measures for assessing improvements in capacity resulting from the use of funding. While a multi-year agreement may be appropriate for the grant (for courses of more than one year duration), it should include an annual cycle of reviewing and resetting goals for the use of the funding prior to agreeing funding for each year.

If a 'centre of excellence' approach is adopted, the capacity development support required to achieve this can be structured under a similar approach, although the amount, timeframe and focus of the support will be more specifically targeted at this purpose.

8.3 An Integrated Approach

End-to-end (Vertical) Integration

The ICS Program currently has a remit to deliver an integrated approach to supporting awardees through the scholarship lifecycle and beyond, although this opportunity has not been fully realised due to the focus on administering a large number of scholarships.

In particular, the program is well-placed to provide additional on-award and post-award support to contribute to other elements of the program's goal, such as developing leadership capacity and strengthen person-to-person links, through activities such as on-award enrichment programs and alumni professional development and networking.

There are also opportunities to extend the pre-award focus of the program through strategies such as linkages with local development projects and initiatives to identify school leavers with the potential to make a contribution to their community following completion of an ICS-supported award.

An example cited to the Review Team was the current roll-out of new community health units, through the Rural Primary Health Services Delivery Project, which works with the ward development committee to plan and establish the new unit. The Project is able to identify local school leavers with the potential to be trained and work in their community health unit. Such an approach at the pre-award level would enable improved targeting of ICS awardees and provide a focus for on-ward enrichment and post-award professional development that would both support the effective roll-out of the new community health units (and contribute to broader development goals) and be more effective use of the ODA investment in the ICS Program.

This approach is based on working with a partner to identify, select and support awardees, and can be applied across a number of partnership opportunities. This partnership approach was also advocated in the evaluation of the Laos Australia National (In-Country) Scholarship (LANS) Program and termed a 'pathway's approach to compliment the current public (or open) application approach.

As the program already has the basis for an integrated approach through the scholarship and career lifecycle, this needs to be fully implemented and extended to leverage the program across other opportunities.

Integration across AAPNG Programs (Horizontal Integration)

While the ICS Program is one stream of the AAPNG Program, there are opportunities to optimise integration across all programs and activities of the AAPNG Program. At the very least, it could be expected that some ICS alumni could engage with other AAPNG programs during their careers as postgraduate scholars and fellows. Further as AAPNG alumni, they will have opportunities to participate in networking and professional development activities with alumni from other AAPNG programs. In addition there are opportunities to directly link activities delivered under other AAPNG programs with the ICS Program, particularly if a 'centre of excellence' approach is adopted, such as linkages with institutions and experts in Australia and other Pacific countries.

In terms of the future ICS Program design, the opportunities for linkages and integration across all AAPNG programs needs to be identified and intentionally planned.

8.4 Enhanced Student Application Process and Timing

As noted earlier in this Report, the absence of an application process or interview process means that the current selection process does not consider the student's commitment and suitability to the applied course of study. Further as selection is based on pre-acceptance to an institution, the opportunity to attract potential students who would not otherwise have applied to the institution due to financial constraints is also missed.

Implementing an appropriate selection process for scholarship awardees that requires the individual to be involved in their consideration for a scholarship is an important aspect of targeting scholarships. Learning from the initial application process for the ICS Program which was stopped in 2013, and the challenges for rural and remote communities accessing online applications, any new student application process needs to be straightforward and delivered through a variety of mechanisms to capture the target audience. Depending on the specific course of study, initiatives could range from a simple written submission by the applicant and / or their 'sponsor' (such as a development partner) on their commitment to the study, or a more interactive selection process to assess an individual's suitability / aptitude to the industry they are wanting to join. This process could run in parallel to TEP application processes and final award be subject to acceptance into an approved partner institution.

Noting the further challenge of final numbers being dependent on funding, it is important that the application process identifies suitable awardees being identified in advance but allows for final decisions on numbers and workforce areas being made at a later date.

In relation to timing, at the time of this Review the level of budget allocation for both in-Australia and in-PNG scholarship positions for the financial year is often not confirmed until August-September of that financial year. The review team understands that the in-Australia scholarship program's student selection process commences well before these budget amounts are known but has sufficient flexibility to confirm numbers at this later stage in the process. For example, the planned timings for the AAPNG In-Australia scholarship intake for 2018 are:

- Oct 2016-Feb 2017: Promotions for Intake 2018 undertaken (priority sectors mentioned only, not actual scholarship numbers)
- Apr 2017 – June 2017: Short-listing undertaken, short-listed applicants assessed
- August 2017: Final scholarship number finalised and consequential successful group of short-listed applicants according to this number is presented to the Joint Steering Committee
- Jan-Feb 2018: Intake 2018 mobilised.

Table 1 illustrates the AAPNG's ideal standard calendar for the ICS Program and as well as a proposed timetable for the 2018 intake.

Table 1: Proposed ICS Program scholarship calendar

In-Country Scholarship Cycle Activities	Standard Year	2018 Intake
Scholarship details (priority programs and institutions, approximate numbers)	February	August 2017
Promotions	February – April	August-September 2017
Applications	May – June	September - October 2017
Screening and Selection	July - September	November 2017
Scholarship Contracts	October-November	December 2017
Pre-departure Briefings	October-December	December 2017
Mobilisation	January - onwards	January 2018 – onwards

Source: AAPNG Facility

There is also an opportunity to enhance the communication and promotions of all elements of the AAPNG Program to get an enhanced awareness of the ICS Program and encourage target awardees to apply for a scholarship. Recognising the resource implications for the AAPNG Facility, it is recommended that the other elements of the ICS Program scholarship calendar be offset to the In-Australia application and selection process.

Recommendation 10
That the future design of the ICS Program be based on:

- *Improved targeting of scholarships (including pathways scholarships) and TEPs (including centres of excellence)*
- *A clear decision framework for identifying priority workforce areas*
- *A clear decision framework for selecting TEPs*
- *TEP capacity development support grants based on development priorities identified through baseline and monitoring capacity assessments*
- *Greater integration of ICS program activities throughout the scholarship lifecycle and across AAPNG programs and the ODA investment*
- *Enhancement of the application process to includes applicant involvement and earlier selection of successful applicants.*

9 Implementation Pathway

Our recommendation is that the redesign of the ICS Program be implemented in stages, particularly as the program will need to manage a 'legacy' cohort of students continuing on-award and will need to manage current expectations of the program's scope, particularly in terms of the number of scholarships awarded and the number of TEPs used for scholarships. This will require both a business-as-usual approach initially and a simultaneous redevelopment approach as the program and the AAPNG Facility is repositioned for the future.

9.1 Some Implementation Assumptions and Implications

Our advice on the approach to implementation is based on the following assumptions and implications.

Strategic Direction

The recommended approach for the new program is based on a strategic framework that draws in advice and analysis across the workforce areas aligned with Australian Government's ODA investment, particularly through clear links with relevant national ministries, development partners, industry and NGOs through the Australian High Commission's (AHC's) program areas. This will provide a stronger evidence base for decision-making and more effective integration. While the AAPNG Facility will have a role in identifying opportunities and potential partners, the AHC is best placed to bring this analysis together, through its program areas, and to set the strategic directions for the program in terms of priority workforce areas.

Resourcing and capability

The redevelopment of the program will necessitate some investment in building partnerships, developing methodologies, adjusting administrative policies and processes and repositioning the AAPNG Facility's capabilities to strengthen areas such as strategy, integration and partnerships. While it may be expected that some of the additional resources required may be offset by a reduction in the number of scholarships awarded, our review has not included an analysis of current resourcing and we are not able to provide details on future resourcing requirement.

Change Management

Our review is advocating a significant change in direction of the ICS Program, and implementation will have change management implications – for the AAPNG Facility as is repositions, for the AHC as it strengthens links and integration and for the program's stakeholders. The implementation of the directions outlined in this Report will need to address change management, particularly through clear planning, effective communication and messaging and an inclusive approach.

Stakeholder Expectation Management

The program's operations to date have created expectations in terms of number of scholarships awarded and the number of TEPs used for scholarships, and in the repositioning of the program these current expectations will not be able to be met, and this will have implications for the program's profile and reputation. The need to manage these expectations will influence the approach to implementation, particularly in relation to the pace and scope of implementation. The recent introduction of the Capacity

Development Small Grant projects may provide some lessons learned for further stakeholder expectation management activities.

9.2 Implementation Roles

Australian High Commission

As the AHC is primarily responsible for setting the shape and strategic direction of the program, it will be the primary decision-maker in terms of the scope and pace of implementation, based on the directions outlined in this Report.

AAPNG Facility

As the Facility is responsible for operationalising the ICS Program, it will have a significant role the implementation of the new program, particularly in relation to adapting and / or developing the policies, processes and methods required. The Facility will also have a key role in advising the AHC, based on its knowledge and experience of the program, on potential opportunities, partnerships and linkages and on achieving better integration of program activities.

Joint Steering Committee

As an assessment of the program's governance arrangements was outside the Terms of Reference for this Review, we have not considered the role of the AAPNG Joint Steering Committee (JSC) or the In-Country Advisory Committee (ICAC). However, the JSC in particular will have an important role in implementing the new direction for the program, as its role is to provide high-level policy advice and strategic direction on AAPNG programs. Given that the repositioning of the program will require closer links with partners, and will need effective communication and consultation to manage the change, JSC will play a key role in implementing the program's new directions.

9.3 Implementation Pathway

Implementation of the new design for the program will require two pathways – continuing to manage the legacy components of the program and developing the new program.

Managing the Legacy

While the continuing on-award students constitutes a legacy that will need to be managed, the other dimension of the legacy will be the size and nature of the 2018 intake based on:

- the approach to managing current expectations of the scale of awards and TEPs
- the capacity to implement changes in the current scholarship cycle leading to mobilisation in 2018.

The decision about the number of new awards for the 2018 will need to reflect both of these factors – how quickly the program should reduce its number of scholarships and TEPs, and whether elements of the new approach can be implemented in time for the 2018 scholarship cycle.

Redeveloping the Program

The pathway to redeveloping the program is not linear – and some elements are in place (though not fully utilised) or are already being considered and planned, some elements (such as the strategic framework for determining priority workforce areas and numbers) will require some time and effort to

put in place and some can be quickly implemented. There is a danger though that the latter, if implemented without the strategic framework developed, may be implemented opportunistically and inconsistently.

The logical pathway for implementation involves the following components (though recognising that this is not necessarily a linear ordering of steps):

- **Confirm the Elements of the Program Redesign** – based on consideration of and the response to this Report, including the timeframe for implementation
- **Clarify the Approach for the 2018 New Awards** – including number of awards and TEPs, and the extent of redesign components to be reflected in the 2018 intake
- **Develop a Detailed Implementation Plan** – identifying key tasks, responsibilities and timelines
- **Build the Strategic Framework for Setting Workforce Priorities** – strengthen AHC processes to draw together, through AHC and its programs, evidence and analysis of workforce needs, through links and partnerships, and to identify priority workforce areas
- **Identify and Pursue Opportunities** – for implementing new approaches to selection (such as 'pathways' scholarships with partners), centers of excellence etc. and for integration
- **Redevelop the Approach to Selecting TEPs** – based on capacity assessment
- **Adjust and Redevelop the ICS Program Policies, Processes and Methods** – to reflect the new program design, particularly in relation to TEP selection and capacity support
- **Adjust AAPNG Facility Resourcing and Capability** – as and where required
- **Strengthen the Focus on on-Award and post-Award Support** – such as on-award enrichment, graduate registration and alumni support.

Staging and Piloting

The time and resources required for implementation and the potential for disruption to 'business-as-usual' responsibilities and commitments should not be underestimated, nor should the challenge of redeveloping the program with a more strategic and targeted focus requiring new and / or additional methods and capabilities. Implementation will need to be staged and new approaches tested. For example, rather than creating a 'centre of excellence' in a number of areas of study at the same time, the concept should be planned and 'piloted' in one area, and after 'proof of concept' expanded to other areas as the need and resources allow. Likewise, the concept of 'pathways' scholarships with partners should be first developed with one partner, or a few partners, before implementation across a larger number of partners and / or workforce areas.

10 Appendices

Appendix A: People and Organisations Consulted

Following is a list of organisations and individuals consulted as part of the AAPNG In-Country Scholarship Strategic Program Review.

Organisation	Identified individual
Australian High Commission, PNG Post	Minister Councillor Development Cooperation, Mr Benedict David Councillor Development Cooperation (Education), Ms Suzanne Edgecombe Councillor Development Cooperation (Health), Ms Christine Sturrock Tertiary Education, Ms Fuchsia Hepworth Second Secretary – Development Cooperation (Education), Ms Maegan Clarkson Second Secretary – Development Cooperation (Health), Mr Nathan McIntosh Assistant Program Manager (Development Cooperation), Ms Ore Topurua
Department of Foreign Affairs and Trade, Australia Awards & Alumni Branch | Public Diplomacy, Communications & Scholarships Division	Director Strategy and Finance, Ms Kate Watson
Australia Awards Papua New Guinea	Facility Manager, Dr Kaye Eldridge ICS Program Manager, Mr Don Medrana ICS Senior Program Coordinator, Ms Inderlyn Matainaho ICS Midwifery and Nursing Coordinator, Ms Monica Mondia ICS Program Officer, CHW & Education, Ms Christine Hufantoui Gender and Social Inclusion Adviser, Ms Kate Nethercott Wilson Professional Development and Partnerships Manager, Ms Trish Sawford Monitoring and Evaluation Specialist, Mr Colin Reynolds AAPNG Capacity Development Adviser – Small Projects, Ms Jennifer Ross

Organisation	Identified individual
Department of National Planning and Monitoring	Assistant Secretary - Australian Aid Branch Foreign Aid Division, Ms Ilma Rani Senior Coordinator for Education and Health, Mr James Ruru Monitoring and Evaluation, Ms Osana Mera Performance Improvement Program, Ms Dorothy Marang
Department of Higher Education, Research, Science and Technology	Deputy Secretary, Mr Steven Matainaho Corporate Services, Ms Patricia Morea
National Department of Health	Technical Officer, Human Resource Branch, Mrs Mary Kililo Technical Officer, CMS Julie Dopsie Ms Sulpain Passingan
Department of Personnel Management	Deputy Secretary, Mrs Agnes Friday Office of Scholarships, Ms Agnes Tamate Capacity Development Officer, Ms Jeda Dalfinas
National Training Council Secretariat	Director, Mr Kinsella Geoffrey Training Coordinator, Private Sector and Acting Assistant Director Policy Development & Policy Branch, Mr Collin Iru
Nursing Council of PNG	Acting Registrar, Ms Nina Joseph
School of Medicine and Health Sciences, University of PNG	Professor Glen Liddell Mola MD
Oil Search Foundation	Director, Ms Stephanie Copus-Campbell Head of Expansion Program, Ms Jean Martin
Newcrest	Executive General Manager, Mr Ian Kemish AM Country Manager, Mr Peter Aitisi
Pacific Towing PNG	General Manager, Mr Neil Papenfus
National Fisheries College	Principal, Mr Jeff Kinch
Pacific Horticultural and Agriculture Market Access Program (PHAMA)	Country Manager, Mr Sidney Suma National Coordinator – PNG, Ms Jane Ravusiro
Care International	Ms Justine McMahon
TEP Parent Bodies	Former Health Secretary of Lutheran School of Nursing, Mr Ulch Tapia Gulf Christian Health Services, Mr Paul Bubura

Organisation	Identified individual
	Evangelical Church of PNG, Mr Sam Awaisa
Laos Australia Institute (Coffey International)	Facility Director, Mr Bill Pennington
St Marys School of Nursing, Kokopo	Staff and students
Lae School of Nursing, Lae	Staff and students
Lutheran School of Nursing, Madang	Staff and students
Braun CHW School, Finschafen	Board Chair, Staff and students
Sacred Heart CHW School, Lemakot	Staff and students
Rural Primary Health Services Delivery Project team	Project Manager, Mr Rob Akers Project Officer, Mr Kelwyn Browne HR Adviser, Mr Peter Barran

Appendix B: Documents Considered as Part of this Review

AAPNG, (2012) Midwifery Graduates Post Award Outcomes Monitoring Report

AAPNG, (2013) Annual Report 2013

AAPNG, (2013) Pilot Health Awards Development Scholarships Program and Annual Report, May 2013

AAPNG, (2014) Australia Awards Pacific Scholarships Annual Report 2013, March 2014

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AAPNG, (2014) Review of Allowances for Australia Awards Pacific Scholarships in Papua New Guinea, November 2014

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AAPNG, (2016) Briefing note: Risk Mitigation Initiatives for Australia Awards In-country Scholarships, 30 August 2016

AAPNG, (2016) Concept Note: Small Projects – Capacity Building Initiatives for PNG Tertiary Institutions

AAPNG, (2016) Example of a draft Memorandum of Understanding between Palladium and a TEP

AAPNG, (2016) Joint Steering Committee Terms of Reference

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AAPNG, (2017) Discussion Document: Draft Private Sector Engagement Plan

AAPNG, (2017) Draft Monitoring and Evaluation Framework (MEF), January 2017

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AAPNG, (2017) Preliminary Analysis of AAPS Alumni Development Impact Surveys, June 2017

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AAPNG, (2017) Stream 2 Review: Awardee Performance Review

AAPNG, (2017) Stream 2 Review: Pastoral Care and On-Award Monitoring

AAPNG, (2017) Stream 2 Review: Promotions and Communications, Selection and Mobilisation

AAPNG, In-Country Advisory Committee (ICAC) Minutes from Meeting 1 (March 2015) to Meeting 5 (March 2016)

AAPNG, Joint Steering Committee (JSC) Minutes from Meetings 1 (March 2015) to Meeting 6 (December 2016)

Access UTS, (2012) *Community Health Works School Diagnostic Audit*, November 2012

Access UTS, (2012) *Papua New Guinea Capacity Nursing School Diagnostic Audit*, For AusAID/ PNG National Department of Health On behalf of WHO Collaborating Centre for Nursing Midwifery and Health, University of Technology, Sydney, contracted through accessUTS Pty Ltd, December 2012

Australia Awards, (2016) *Australia Awards Global Strategy – Investing in the next generation of global leaders for development 2016 - 2018*

Bernard, Anne with Soulitham, Somchay, (2016) *Evaluation of the Laos Australia National Scholarship (LANS) Program*, 20 December 2016

DFAT (2016) Aid Programming Guide, November 2016

DFAT (2017) PNG Partnership Fund – Request for Proposal Documentation

DFAT, (2016) Monitoring and Evaluation Standards, December 2016

DFAT, (2017) Aid Evaluation Policy, January 2017

DFAT, (2017) Example of approval documentation, scholarship offer and standard ICS Program awardee contract

ECDP, (2016) *Teachers' Colleges In Country Australia Awards Impact Analysis: Phase 1 Report*, Draft of 19 May 2016

ECDP, (2017) *Aid Memoire: Study of Women's Impediments and Barriers to Accessing Post-Secondary Education* (and PowerPoint presentation), June 2017

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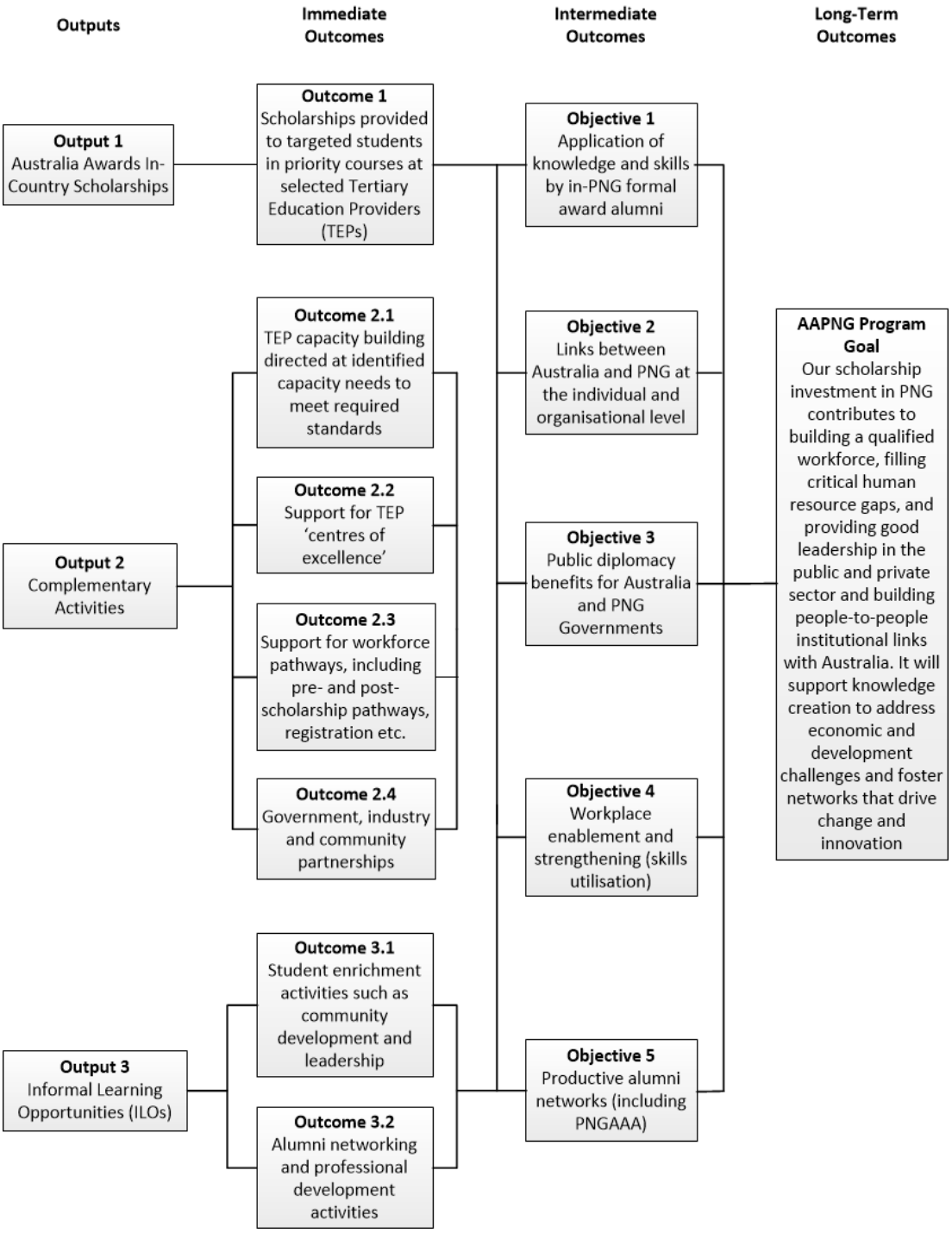
Appendix C: Proposed ICS Program Logic Diagram



Source: AAPNG Review Team