

Pacific Leadership and Governance Precinct

Strategic Review

Date	Document	Authors
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QTAG

Papua New Guinea
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Executive summary

Strategic Review background

The Pacific Leadership and Governance Precinct Program (Precinct) is a flagship initiative of the Australian Department of Foreign Affairs and Trade in partnership with the Department of Personnel Management and the Department of Higher Education, Research, Science, and Technology (DHERST) of the Government of Papua New Guinea. Its goal is ‘to support the PNG Government grow a new generation of ethical public service leaders, both women and men, with the capability and motivation to collaborate, lead and manage the delivery of equitable and inclusive government services to all citizens of the country’. It benefits from high level political support, particularly from the current PNG Government Minister of Public Service and senior PNG government officials.

The purpose of this Strategic Review is to assess the progress of the Precinct against the ‘rolling’ design towards its intermediate outcomes (using the January 2016 update of the Design Brief and Implementation), and to analyse early signs of practice change by the intended beneficiaries. The review also provides recommendations based on evidence from Papua New Guinea (PNG) and international experience, as well as best practice, regarding adjustments or new initiatives. The key review question is: ‘To what extent is investment in the Precinct contributing to the desired outcomes of effective and ethical leadership?’

The review team adopted a ‘strengths-based’ approach and visited PNG (Port Moresby and East New Britain Province) between 08 and 20 July 2018. The team interviewed 120 stakeholders and collected over 200 documents.

Precinct program overview

The program supports the implementation of two core PNG Government documents: the Ethics and Values Based Executive Leadership and Management Capability Framework (LCF), and the National Public Service Gender Equity and Social Inclusion (GESI) Policy. The Terms of Reference for the review presents the Precinct program logic through three ‘strategies for change’. The overarching assumption is that PNG’s long-term development needs to be led by well-informed PNG leaders, both male and female, with the critical and analytical skills to address economic and policy challenges. Training and improved infrastructure are the two main approaches used to develop this leadership.

The three strategies are:

1. **Support to the new School of Business and Public Policy (SBPP)** of the University of Papua New Guinea (UPNG) through a partnership with the Australia National University (ANU) Crawford School of Public Policy. This is seen as the Precinct’s long-term strategy.
2. **Support to the Pacific Institute of Leadership and Governance (PILAG)**, which trains public servants, through a collaboration with the Australian Public Service Commission (APSC) and its service provider (Canberra Institute of Technology (CIT) Solutions). This is presented as the Precinct’s medium-term strategy. The Precinct delivers additional leadership courses for public servants and other stakeholders through the University of Queensland (UQ). (For ease of analysis, the review examines all public servants’ training together in the PILAG section).
3. **Support to pathways and enabling environment**, including building a physical pathway between PILAG and SBPP and public policy events such as the PNG Update. The assumption is that higher education and classroom-based professional training will not be enough to deliver effective leaders that can contribute to PNG’s long-term development. This third strategy assumes that support to SBPP and PILAG needs to be complemented by activities to promote linkages, such as peer-to-peer learning and alliances.

In addition, gender equity and social inclusion is considered by the review team as the Precinct's fourth strategy. Though it is not an explicit change strategy in the program documentation, the Precinct program goal is clear that both women and men are included in the vision of ethical leaders delivering inclusive services.

Findings on Precinct achievements and pillars' strengths, challenges and opportunities

Overall, the Precinct has delivered a number of concrete outputs since it started in 2015 (data up to May 2018):

- Precinct vocational courses and academic courses at SBPP have benefited 1,657 participants who appear motivated to use their newly-acquired skills;
- there has been an appropriate and valued expansion of activities to provinces and districts;
- the LCF and GESI Policy are integrated into most Precinct courses, helping the PNG Government increase awareness across the public service and beyond;
- SBPP and PILAG are benefiting from high-quality support from Australian organisations, which use good practice in adult learning methodologies;
- the program has delivered three high-standard buildings at PILAG and UPNG. In July, the SBPP building and a physical pathway between UPNG and PILAG were on track to be completed by November 2018;
- the Precinct has assisted in the transformation of PNG's Institute of Public Administration (IPA) into PILAG, through a new Act of Parliament;
- public policy events have involved at least 3,878 persons (e.g. the PNG Update or the Asia-Pacific Economic Cooperation (APEC) series); and
- the Precinct is supporting complementary activities, such as a public dialogue around gender (e.g. on gender-based violence), as well as some home-grown PNG leadership groups (e.g. The Voice Inc., for youth leaders).

Table 1: Summary of strengths-based assessment of Precinct pillars

	Strengths	Challenges	Opportunities
SBPP	High-quality learning; SBPP-UPNG-ANU partnership	Moving from capacity substitution towards a stronger capacity development approach; wider UPNG context	SBPP strategic plan; integration within UPNG; and potential for wider partnerships
PILAG and other public servants' trainings	PILAG historic symbolism; APSC/CIT Solutions co-delivery; UQ high-quality courses	PILAG's training capacity and limited progress with institutional development	PILAG Act can spur modernisation
Pathways	Potential to strengthen the Precinct's overall theory of change	Training is an input to change that needs complementary support to address the barriers faced by leaders (in their	Elements of original design (coaching, mentoring, alumni networks);

	Strengths	Challenges	Opportunities
		organisations, wider institutional environment and the need for coalitions)	Targeted measures as part of ongoing public service reform or with reform-minded coalitions
Gender Equity and Social Inclusion	Stakeholder commitment to women–men parity in courses; GESI Policy embedded in training courses	Narrow understanding of gender and social inclusion and insufficient integration in the Precinct strategy; incomplete GESI Policy implementation	Commitment to GESI Policy by the PNG Government and to ethical values-based leadership over ‘wantok’ expressed by interviewees

Precinct-wide main findings and recommendations

The Precinct is now at its mid-term point. Its initial years have focused on delivering concrete activities involving a wide range of individuals. The SBPP component shows good progress towards its quality of teaching medium-term (five to seven years) outcome, associated with (i) better-quality student learning and (ii) students’ increased problem-solving and critical thinking skills.

Overall, the Precinct is at an early stage in progressing its other medium-term outcomes, especially its institutional development objectives for PILAG and SBPP, as well as an empowerment and inclusion agenda. This is to be expected to some degree, as institutional and social change is highly complex and takes place over a long period of time. Further work is needed to gain a deep commitment from the all partners to implement the needed institutional transformations within SBPP and PILAG, and transformational gender and inclusion objectives. Overall, the review team attributes this degree of progress to the Precinct’s focus on training and infrastructure as the main strategies for change.

Looking ahead, a design-strengthening process could promote a different approach to capacity development of the public service and inclusive approaches, by learning from international evidence and practice, and from the Precinct’s own lessons from experience over its first four years. This would enable the Precinct to more effectively contribute to achieving the ultimate goal of ‘equitable and inclusive government services to all citizens of the country’.

To address the challenges facing the Precinct, build on its strengths and achievements over the last four years and to make the most of its opportunities, the Strategic Review recommends a design-strengthening process involving the following elements:

1. **Update the program goal, theory of change, strategy, and monitoring framework:** the Precinct partners urgently need to review, test, and clarify its main overarching goal, amend it if needed, and adopt the right strategy to achieve it. The Precinct theory of change made a number of assumptions that are not consistent with international evidence and good practice, in particular that training is sufficient to achieve the program goal. Leaders face barriers in their workplaces that training alone cannot overcome (for example, the social pressure to give preference to members of the same ethnic group or to exclude women from decision making). The design strengthening process would also lead to a more complete approach to gender equity and social inclusion, better integrated across the program. It would examine how to amend or complement the separate strategies for change (long-term through SBPP; medium-term through PILAG; and complementarities through pathways), in order to achieve improved and inclusive service delivery.
2. **Ensure strategic management:** the Precinct was conceived as a flexible and opportunistic program with a ‘rolling design’. In practice, updates of its strategy and MEL framework have not been approved since January 2016. As a result, the Precinct faces limitations in assessing its contribution to behaviour change (i.e. if public servants are better able to deliver services). More strategic

management would improve understanding of roles, responsibilities, and ways of working across Precinct management and implementers. It would also better harness synergies with other Australian investments (particularly regarding Australia Awards, decentralisation and citizen participation, institutional partnerships with PNG Government departments, and higher education).

3. **Deepen PNG ownership:** the review team identified strong political support for the Precinct, from both PNG and Australia stakeholders. The PNG Government Minister for Public Service told the review team the Precinct was ‘a very important program for the Government’, and the DHERST Secretary considered that ‘the Precinct is one of the best Australian programs; both planning and execution were done in a short period of time’. This support contributes to public diplomacy objectives in terms of a strong PNG–Australia bilateral relationship. Ownership of the Precinct can be deepened to achieve a greater PNG whole-of-government relevance and make the most of its high-quality and engaged Board members. A revised governance structure could deepen ownership.
4. **Deliver greater efficiency and value for money:** public sector participants come from the national level (42%), provincial centres (31%), and districts and local level administrations (18%), with an appropriate shift overtime towards sub-national beneficiaries. Though the Precinct does not have explicit prioritisation criteria, at the national level, the top three sectors are: Governance and Public Sector Management; Higher and Tertiary Education; and Law and Justice. 51% of national participants came from 10 organisations. The Precinct should assess whether this prioritisation of resources is in line with the PNG Government priority sectors and strengthen prioritisation criteria. Prioritisation is essential as the number of public servants trained by the Precinct to date is less than 1% of the total number of national-level public servants. Value for money could be improved through a cost–benefit analysis: the review team’s preliminary assessment pointed to large variations between the cost of delivering various of Precinct courses through different providers.
5. **Redirect the Precinct towards sustainability:** the start-up phase of the program has focused on delivering visible results (e.g. buildings; getting courses quickly off the ground) while the wider program bedded down. As a result, long-term sustainability has not been at the heart of program decisions so far. Now is the time to consider how the Precinct can achieve sustainable results that may be less visible, but that can last beyond Australian support. Our recommendation for an updated and more sustainable Precinct strategy includes: (i) a redirection of efforts away from capacity substitution (for example how ANU works with SBPP) and towards capacity development of SBPP and PILAG; (ii) a refocus on what is required to achieve a more capable public service without relying solely on training; and (iii) proper integration of GESI throughout the Precinct to promote lasting inclusive social change.

Table 2 below summarises the review team’s recommendations which are elaborated in the relevant sections of the main report.

Table 2: Summary of recommendations

	Short-term (2-3 months) *	By June 2019
Strategy and management	R11 Organise a GESI Policy implementation workshop to review progress R15 Approve the current MEL framework proposal and ‘tracer studies’ R16 Implement Quality and Technical Assurance Group (QTAG) recommendations to improve Precinct and Public Sector Leadership and Reform (PSLR) management and delivery	R14 Undertake a process of Precinct ‘design strengthening’ to make sure the program is fit for purpose, with a coherent strategy R13 Strengthen the Precinct design by conducting a whole-of-Precinct gender- and socially inclusive context analysis

	Short-term (2-3 months) *	By June 2019
Efficiency and value for money	R17 Prepare a plan and allocate responsibilities within the Australian High Commission (AHC) to improve the Precinct's collaboration with other Australian programs	R18 Agree strengthened prioritisation criteria, aligned with the Precinct updated strategy and PNG Government priorities R19 Undertake a cost-benefit analysis of Precinct courses and providers
Ownership and sustainability		R12 Strengthen the LCF to be more inclusive in its language, through a PNG Government-led process R18 Consider options to restructure the governance arrangements to improve PNG ownership of the program R21 As part of the design strengthening process, be open to testing whether separating the SBPP and PILAG projects is a more workable option R22 Consider using a wider range of PNG, Australian, or international partners to deliver the updated Precinct strategy
SBPP	R2 Launch and implement the SBPP strategic plan with UPNG support	R1 Update the SBPP Precinct strategy to move from capacity substitution towards greater capacity development R3 Ensure the new SBPP courses are aligned with university-wide program specification documents R4 Update the GESI strategy for SBPP
PILAG		R5 Put in place the leadership, staff, and systems required to implement the PILAG Act R6 Update the Precinct PILAG strategy for PILAG to strengthen its training capacity R7 Update the GESI strategy for PILAG and Precinct vocational courses
Pathways	R8 Fund support for course participants when they return to their work places (e.g. involve managers; planned alumni networks, coaching and mentoring schemes)	R9 Revisit the Precinct's overall theory of change so it is better aligned with the academic evidence and lessons learned about the value of training and how to build sustainable public service capacity R10 Use political economy analyses to identify coalitions or targeted reform initiatives

* The review team's short-term recommendations set a December 2018 deadline, as the first draft report was submitted in September 2018. This date has been retained in this finalised version of the report.

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List of abbreviations

APEC	Asia–Pacific Economic Cooperation
AHC	Australian High Commission
ANU	Australian National University
APSC	Australian Public Service Commission
BSLT	Bougainville Senior Leaders Training
CEO	Chief Executive Officer
CIT	Canberra Institute of Technology
DCP	Decentralisation and Citizens Participation
DFAT	Department of Foreign Affairs and Trade (Australia)
DHERST	Department of Higher Education, Research, Science, and Technology (PNG Government)
DPM	Department of Personnel Management (PNG Government)
DWU	Divine Word University
GBV	Gender-Based Violence
GESI	(National Public Service) Gender Equity and Social Inclusion (PNG Government Policy)
GfG	Governance for Growth
GoA	Government of Australia
ICT	Information and Communications Technology
IPA	Institute of Public Administration
IPP	Institutional Partnerships Program
JSC	Joint Steering Committee
LCF	Ethics and Values Based Executive Leadership and Management Capability Framework
MEL	Monitoring, Evaluation, and Learning
PILAG	Pacific Institute of Leadership and Governance
PNG	Papua New Guinea
PNG AAA	PNG Australia Alumni Association
Precinct	Pacific Leadership and Governance Precinct Program
PSLR	Public Sector Leadership and Reform
PSWFDI/P	Public Sector Workforce Development Initiative/Program
QTAG	Quality and Technical Assurance Group
SBPP	School of Business and Public Policy (UPNG)
UPNG	University of Papua New Guinea
UQ	University of Queensland
VC	Vice-Chancellor
WASH	Water, Sanitation, and Hygiene

Introduction

1.1 Background

The 2017 Australian Foreign Policy White Paper notes that ‘Supporting a stable and prosperous Papua New Guinea is one of our most important foreign policy objectives’.¹ Papua New Guinea (PNG) is Australia’s largest development partner (about AUD 500 million per year). PNG’s enduring partnership with Australia covers economic growth, governance, health, and education, as well as women’s empowerment and leadership. It includes not just financial assistance, but also people-to-people links.

The Pacific Leadership and Governance Precinct Program (Precinct) is a flagship initiative of the Australian Department of Foreign Affairs and Trade (DFAT) designed to contribute to a new generation of ethical public leaders in PNG. Commencing in 2015, it builds on past PNG–Australia collaboration through governance and education programs, particularly a four-year, PNG Government-led participatory process to develop a leadership framework (see 1.4 on program origins). The Precinct benefits from high-level political and senior bureaucratic support within the PNG and Australian governments. The review team interviewed the PNG Minister of Public Service and senior PNG government officials who expressed their support for the program (see Section 3.2 for details).

1.2 Purpose

The Quality and Technical Assurance Group (QTAG) provides strategic, advisory, review, and quality assurance services to support the delivery of Australia’s aid program in PNG. It assures both governments that the agreed development objectives are being addressed efficiently and effectively, and that development outcomes are emerging. QTAG has been commissioned to undertake a Strategic Review of the Precinct program to cover the period from 2015 up to May 2018. The purpose of the review is to assess:

- **Effectiveness:** The progress of the Precinct against the ‘rolling’ design towards its intermediate outcomes, and analysis of early signs of practice change by the intended beneficiaries in their organisations.
- **Opportunities for program improvement:** To provide stakeholders with insight and recommendations, based on evidence from PNG and international experience, as well as best practice, into:
 - possible adjustment/reshaping of the Precinct and its activities to enhance development outcomes;
 - the potential for new complementary initiatives further contributing to the development of capacity in ethical leadership, management, administration and governance in the PNG public service; and
 - opportunities to strengthen Precinct capacity development with specific PNG public sector reform priorities and initiatives.

The **key review question** is: ‘To what extent is investment in the Precinct contributing to the desired outcomes of effective and ethical leadership?’

1.3 Methodology

A team comprising Laure-Hélène Piron (Team Leader), Sandra Naranjo Bautista (Public Policy Specialist), Dr Ann-Maree Nobelius (Social Development Adviser), and Professor Maretta Kula-Semos (PNG Leadership Adviser), accompanied by Geoff King (DFAT PNG Governance and Performance Section), undertook

¹ Commonwealth of Australia (2017a) ‘Foreign Policy White Paper’.

interviews in Port Moresby from 08 July to 20 July 2018. A workshop with beneficiaries of Precinct courses was held on 13 July in Port Moresby. Two team members visited Kokopo, East New Britain Province, to seek the views of provincial and district beneficiaries on 16–17 July. Following the mission, two team members separately interviewed Australian stakeholders.

Overall, the team interviewed 120 persons recommended by the Australian High Commission (AHC), PNG members of the Joint Steering Committee (JSC), or the Managing Contractor (Annex A). In addition, the team collected over 200 documents (see the bibliography at Annex B). The review also draws on a literature review to identify lessons learned from other programs, as well as from academic research.

The first draft report was quality assured by QTAG before submission to AHC and members of the program JSC in September 2018. Consolidated comments from PNG and Australian stakeholders were received in December 2018. The second revised report was delivered in January 2019, using a cleaned dataset to update the quantitative analysis, and the final report in February 2019.

The review adopts an ‘appreciative inquiry’ or ‘strengths-based’ approach, identifying what has worked best, the program’s achievements, its strengths, and how to overcome identified challenges, building on strengths and opportunities.²

The Strategic Review was asked to use the January 2016 *Update of the 2015 Precinct Design Brief and Implementation*³ as the basis for its analysis, as it is the latest approved version of the program design document. Updated draft Design and Implementation Briefs and Performance Assessment Frameworks have been prepared by the Managing Contractor during 2017 and 2018 to reflect how the program is evolving and the lessons learned. They had not been approved at the time of the Strategic Review. The review team therefore also used the January 2016 results framework (Annex 6 of the 2016 Design Update) to identify expected program results.

The Strategic Review methodology and key review questions are listed in Annex C. A more detailed assessment of progress against the Precinct’s 2016 results framework has been prepared to evidence judgements reached in the Strategic Review (Annex D). A fuller gender and inclusion analysis can be found in Annex E, and details on complementarities with other Australian programs appear in Annex F.

This report is structured as follows. The rest of this chapter provides background information on the Precinct history and its program logic. Chapter 2 reviews each program component using a strengths-based approach. Chapter 3 analyses the Precinct at the program level to respond to the main review questions. Chapter 4 summarises the main findings. Recommendations, lessons learned, and relevant examples of academic evidence and international experiences are integrated throughout the report.

1.4 Program overview

Program origins

The Precinct program continues a long history of Australian support for governance and education in PNG. The latest wave of PNG Government public sector reforms supported by Australia have focused on human resources management, through delivering values and ethics-based leadership training and developing training institutions (through the Public Sector Workforce Development Initiative/Program (PSWFDI/P) (since 2004; renamed 2006), including its National Public Service Graduate Development Program).⁴

² S. Mathison (ed.) (2005) *Encyclopaedia of evaluation*, California: Sage.

³ PLGP (2016a) ‘2016 update of design brief and implementation’, Pacific Leadership and Governance Precinct, January.

⁴ D. Kavanamur and G. Robins (2007) ‘Review of the public sector reform program: Final report to the Chief Secretary’.

The Precinct is aligned with fundamental PNG Government frameworks, in particular the PNG Constitution, the PNG Vision 2050, and the PNG Development Strategic Plan 2010–30. These foundations recognise the importance of leadership to achieve PNG Government objectives. The Precinct particularly assists the implementation of two flagship PNG Government policies:

- Ethics and Values Based Executive Leadership and Management Capability Framework (LCF) which was developed over a four-year process of PNG-wide consultations led by the PNG Government.⁵
- National Public Service Gender Equity and Social Inclusion (GESI) Policy which was initiated by the Department of Personnel Management and endorsed by the PNG Government.⁶

The PNG Government is represented by two departments:

- The Department of Personnel Management (DPM) which is responsible for LCF and GESI Policy implementation, as well as for the training of PNG public servants.
- The Department of Higher Education, Research, Science and Technology (DHERST), responsible for higher education standards, ensuring compliance with the PNG National Qualifications Framework and funding of student scholarships.

The two main PNG Precinct partners are:

- The University of Papua New Guinea's School of Business and Public Policy (UPNG SBPP).
- The Pacific Institute of Leadership and Governance (PILAG), formerly known as the Papua New Guinea Institute of Public Administration (PNG IPA).

The Precinct was designed as a new Australian investment during the last few months of 2014. A Memorandum of Understanding (MoU) was signed between the two governments in December 2014, and program activities started quickly in early 2015. This rapid preparation and start-up reflected the high-level political commitments of both governments, and particularly the prior work of the PNG Government in developing LCF and GESI. The former Australian Foreign Minister had a keen interest in leadership development in PNG and paid special attention to the Precinct program during its design and throughout its implementation. She regularly visited PNG and received fortnightly updates on progress.

Program objectives

The goal of the program is 'to support the PNG Government to grow a new generation of ethical public service leaders, both women and men, with the capability and motivation to collaborate, lead, and manage the delivery of equitable and inclusive government services to all citizens of the country'. Its long-term outcomes are:

- Measurable and sustainable improvement in PNG's public service leadership and administrative capability at national, provincial and district levels.
- Widespread prevalence of leadership and management practices that reflect the principles of ethical behaviour and values-based leadership and management.
- An increased number of women represented in leadership and decision-making roles of the PNG public service.
- An effective, inclusive and collaborative platform for facilitating and coordinating public dialogue on leadership, ethical practices, inclusive management and change management at national, provincial and district levels.

⁵ Government of Papua New Guinea (2013a) 'National Public Service ethics and values based executive leadership and management capability framework', Department of Personnel Management and Public Sector Workforce Development Program.

⁶ Government of Papua New Guinea (2013b) 'National Public Service gender equity and social inclusion (GESI) policy', Department of Personnel Management.

- A positive contribution made by Precinct partners and activities to lifting the quality of public policy debate, analysis and advice that informs decision-making on public policy matters.
- An expanded network of like-minded individuals and organisations from the public, private and civil society sectors that actively and publicly support and advocate for ethical leadership and management in PNG.

Precinct activities were designed to deliver a set of short-term outcomes (within two to five years) and medium-term outcomes (within five to seven years), captured in Annex 6 of the 2016 Design Update. The document consists of two separate results frameworks: one for the SBPP, and another for PNG IPA (now PILAG). No recent integrated results framework had been approved at the time of the review mission in July 2018.

Strategies for change

The December 2017 Draft Precinct Design and Implementation Brief⁷ presents the Precinct program logic through three ‘strategies for change’. It makes explicit the approach of the original 2014 design and its later updates. It identifies the following overarching assumption behind the program: PNG’s long-term development needs to be led by well-informed PNG leaders with the critical and analytical skills to address economic and policy challenges. Training and improved infrastructure are the two main approaches used to develop this leadership. The three strategies are as follows.

1. **Long-term strategy through higher education:** the main assumptions are that quality higher education will help shape future leaders and that highly qualified graduates will move into leadership positions in the future, developing high-calibre ideas and informed solutions to lead PNG in its long-term development interest. The change strategy is based on support to UPNG (as one of the leading PNG universities) with a focus on undergraduate and postgraduate study in public policy and economics (at the SBPP), through new infrastructure (managed separately) and academic capacity development by Australian National University (ANU) support to UPNG scholars with SBPP course delivery in the short term.
2. **Medium-term strategy through the public sector:** the main assumptions are that PNG service delivery and economic development require improved public service leadership and management; that high-quality training of current public servants increases the likelihood that cadres of skilled and ethical public servants will emerge, capable of working together to influence change; and that a stronger government training institution will improve the calibre and capability of public servants. The change strategy is based on support to PILAG (as PNG’s historical public administration training centre) to train public servants at the national level, but also with a regional and district focus, and with additional leadership courses. Training includes PILAG diplomas and certificates, as well as short courses, often co-delivered with CIT Solutions (the implementer for APSC). Further activities include PILAG institutional development (with APSC) and new infrastructure (managed separately). In addition, the University of Queensland (UQ) delivers short courses and the Future Leaders Program to benefit public servants. For ease of comparison, UQ training of public servants is analysed under the PILAG section, although they are separate Precinct activities.
3. **Pathways and enabling environment:** this strategy is the least well developed in Precinct documentation, but essential to ensure that the two previous strategies are able to contribute to the program goal. The assumption is that higher education and classroom-based professional training will not be enough to deliver effective leaders that can contribute to PNG’s long-term development, and need to be complemented by peer-to-peer learning and alliances.⁸ This change strategy is based on support to a range of activities such as: physical and virtual pathways between UPNG and PILAG to ensure collaboration; coaching and mentoring of leaders trained through the Precinct; bespoke courses

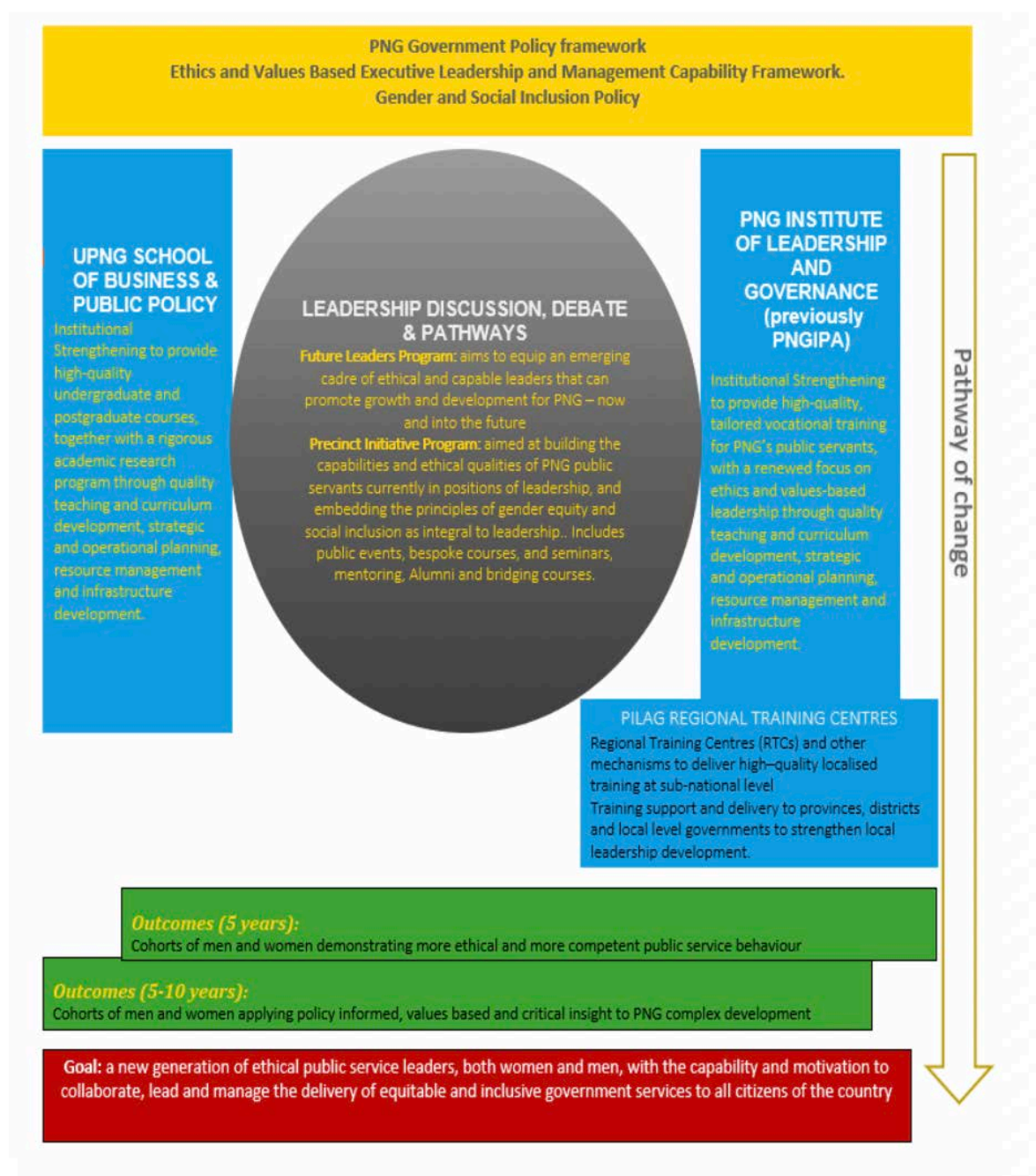
⁷ PLGP (2017) ‘Draft Precinct design and implementation brief’, Pacific Leadership and Governance Precinct, December 2017. The Terms of Reference for this review quote these Precinct strategies for change.

⁸ PLGP (2016a) ‘2016 update of design brief and implementation’, Pacific Leadership and Governance Precinct, January, p. 6.

and events (delivered by UQ); knowledge exchanges and public policy debates (including through SBPP and ANU); support for coalitions; and other initiatives to contribute to the Precinct's long-term Outcomes 4 to 6.

Gender equity and social inclusion is not an explicit change strategy in the program documentation but is considered by the review team as the Precinct's fourth strategy, as it is intended to be mainstreamed throughout all processes and practices of the Precinct. The National GESI Policy is one of the Precinct's two core documents. It defines social exclusion as 'a process whereby certain groups in society are systematically excluded from opportunities that are open to others'. The groups identified in the policy are comprehensive, including those 'discriminated against on the basis of their sex, age, caste, clan, descent, disability, ethnic background, HIV or other health status, migrant status, religion, sexual orientation, social status, where they live, or other social identity'. In addition, the program goal is clear that both women and men are included in the vision of ethical leaders delivering inclusive services. Long-term Outcome 3 includes an increase in the number of senior women in the public sector. Yet despite the inclusiveness of the core National GESI Policy, inclusion beyond gender is underrepresented in the program strategies for change.

Figure 1: Precinct program logic



Source: PLGP (2018) 'Draft Precinct Design and Implementation Brief', March

Management arrangements

To start implementation quickly during 2015, Precinct activities were delivered by several existing DFAT programs, with AHC maintaining oversight:

- the Economic and Public Sector Program (for PILAG and GESI elements);
- the Education Capacity Development Facility (for SBPP, ANU, short courses and UQ); and
- the Joint Understanding—Technical Advisory Unit (infrastructure).

In 2015, the Precinct program extended an existing partnership between the UPNG School of Business and Public Policy and the ANU Crawford School of Public Policy through a grant. In addition, UQ was selected as

part of an agreement with DPM to deliver a Graduate Certificate in Public Policy. It had already been delivering leadership courses in PNG. APSC continued its collaboration with DPM, and its training institute PNG IPA, through a separate DFAT twinning program.

The year 2016 saw a number of changes on the Australian side of the Precinct. The Precinct was incorporated into the new PNG–Australia Governance Partnership Facility (Governance Partnership), bringing together most DFAT governance investments in PNG. The Managing Contractor became Abt PNG Management Services. UQ was selected by the PNG and Australian Governments to design and deliver a range of leadership activities.

In December 2017, responsibility for the Precinct within AHC was moved from the Economic Governance Team to the Education and Leadership Team.

Australia's support for the Precinct became part of the Public Sector Leadership and Reform Partnership (PSLR) within the Governance Partnership. This is complemented by the DFAT APSC Institutional Partnership Program.

AHC estimate that Precinct expenditure since fiscal year 2014/15 until July 2018 has been AUD 25 million.⁹ In addition, the Technical Advisory Unit (Cardno) manages AUD 61.5 million for the delivery of new infrastructure.

Table 3: Precinct program delivery (as of July 2018)

Australian management and partners	Program	Activities	Arrangements
Abt PNG Management Services	Public Sector Leadership and Reform (PSLR) Partnership	Technical, logistical, management and advisory support to Precinct and institutions; ANU grant and UQ sub-contract management; Secretariat support; communications, GESI support to DPM	PNG Governance Partnership contract (2016–20), with a four year option to extend. <i>PSLR spend is estimated to be 10% of the overall Partnership</i>
Abt PNG Management Services	ANU Crawford School–UPNG/SBPP Partnership	Faculty strengthening; collaborative research and outreach; student and faculty exchanges	Grant, Sep 2015—Jun 2020 (AUD 9,033,685*); New MoU in 2018
Abt PNG Management Services	UQ	Future Leaders Program; public events; bespoke courses; Precinct Initiative Program	Sub-Contract, 18/01/2016—30/06/2019 (AUD 7.2 million*)
APSC support to DPM and PILAG with CIT Solutions	Support to DPM; support to IPA/PILAG	Leadership development; co-design, co-development, and co-delivery of courses	New MoU February 2018. <i>APSC spend to July 2018: ~AUD 4 million**</i>

⁹ AHC (2018) Precinct expense report for Strategic Review, 13 July 2018.

Australian management and partners	Program	Activities	Arrangements
		Diploma of Government (Management); Diploma of Government (Financial Services); Certificate IV in Training and Assessment; Diploma in Training Design and Development; CIT Solutions co-delivery with PILAG facilitators; Diploma in Leadership and Governance	

*part of ~10% budget allocation for PSLR inside the overall Governance Partnership budget.

**budget allocation separate from the PSLR budget within the Governance Partnership.

Source: AHC and Abt Management Services, complemented by review team research

2. Components review

2.1 School of Business and Public Policy

Key Review Questions

- What are the key achievements for each pillar of the Precinct? Are these consistent with expectations at this stage in the investment? (Are we on track?)
- What are the strengths in the Precinct approaches?
- What are the challenges facing the Precinct approaches, and what strategies can be suggested to overcome these challenges?
- What are the lessons that can be applied to Precinct activities? Are there relevant lessons from other international situations?
- Are there more general lessons for other future Government of Australia (GoA) investments in culturally competent higher education and ethical leadership?

Project logic

This project is the Precinct's long-term strategy to enhance values-based leadership in PNG. As part of the Precinct program, the UPNG School of Business Administration became the School of Business and Public Policy (SBPP) in August 2015. The project's ten-year outcome was to become 'recognised as a regional centre for education and research excellence in public policy and good governance', delivering 'high quality education for students', and together with other Precinct activities, contributing 'to an increased number of qualified women in leadership and decision-making roles'.¹⁰ The main implicit design assumption is that SBPP is the principal PNG higher education provider with ANU its main partner to be supported in order to achieve the Precinct goal.

The 2016 Design Update identifies four medium-term outcomes to be achieved within five to seven years:

1. Improved quality of delivery of SBPP teaching, research and public outreach in partnership with ANU.
2. Improved public policy informed by LCF and GESI principles.
3. SBPP increases its interaction with and relevance to the PNG Government in public policy.
4. SBPP new facility leads to increased access, improved quality of teaching, learning, research and public outreach.¹¹

Achievements

Academic courses: since 2015, the ANU-UPNG partnership has delivered:

- Five ANU lecturers (one female, four males) have developed and delivered 13 courses at the SBPP, with contributions from two additional ANU staff (one visiting female PNG national ANU researcher

¹⁰ PLGP (2015a) '2015 update of design brief and implementation', Pacific Leadership and Governance Precinct, November; PLGP (2016a) '2016 update of design brief and implementation', Pacific Leadership and Governance Precinct, January.

¹¹ Annex 6. 6.1, 'SBPP Program Logic and Monitoring and Evaluation Framework', in PLGP (2016a) '2016 update of design brief and implementation', Pacific Leadership and Governance Precinct, January.

on gender-based violence, and a male PNG national seasonal lecturer visiting from his American university).

- In total, 329 UPNG students have been trained: 313 undergraduates (88 female; 225 males) were taught in Semester 1, 2017, and 272 (89 females; 183 males) in Semester 2, 2017; as well as 27 graduates from the Division of Public Policy Management and 30 graduates (all males) from the Division of Economics in SBPP.
- A new Master's program in Economics and Public Policy was established in 2017, and the second cohort was enrolled in 2018.
- In addition, 10 of the best third-year students in 2017 (six females; four males—no quota) took part in the 2018 ANU Crawford School of Public Policy Summer School, where they underwent an intensive one-month program in economics and public policy.¹² Based on their final year performance, four (one female; three males) UPNG Economics students received a scholarship to undertake ANU's Masters in International and Development Economics.¹³

To put these efforts into perspective, overall since 2015, 123 (42 females; 81 males) UPNG SPBB students completed their degrees with ANU assistance. This represents a fraction of the total number graduating from SBPP. In 2018, SBPP graduated 417 students and of these, 66 (16%) were Bachelor of Economics and Bachelor of Public Policy Management students taught by ANU academics.¹⁴

Public outreach: the 'PNG Update' is an annual conference that has been jointly hosted by UPNG and ANU since 2014, initially alternating between Australia and PNG. It is now fully hosted in-country. The 2018 Update was held on 14–15 June, with approximately 1,000 people attending. More than 75 papers were presented from a cross-section of politicians, bureaucrats, industrialists, academics, and the public.¹⁵ Overall, between 2015 and 2017, at least 2,000 people participated in PNG Update Discussions as both presenters and audiences.¹⁶ (PNG Update activities are funded by the grant but branded separately from the Precinct).

The hosting of the Asia–Pacific Economic Cooperation (APEC) seminar series in the new UPNG lecture theatre shows the gradual increase in the quantity of public outreach undertaken by SBPP. The quality of papers and discussions emanating from such public outreach programs are yet to be determined, given the absence of data to verify claims of quality and policy influence. Evidence of publications and external reviews of papers could be considered as the way forward.

Infrastructure: through the AHC infrastructure program, the Precinct is delivering three new state-of-the-art buildings at UPNG. The new UPNG lecture theatre and the student services building have been completed and were in use at the time of our visit. A new flagship SBPP lecture building was in progress and expected to be completed in November 2018. It will be accessible to people living with mobility challenges. All buildings are wheelchair accessible, but they are not vision and hearing enabled. The impact of the buildings can only be assessed at a later date, but this considerable Australian investment is seen as a physical demonstration of the bilateral partnership.

¹² Data are drawn from ANU interviews and not from the PSLRP database.

¹³ PSLRP (2019) 'PSLR Precinct training participants data', Abt PNG, 22 January.

¹⁴ PSLRP (2019) 'PSLR Precinct training participants data', Knowledge, Abt PNG, 22 January.

¹⁵ SBPP (2018) 'Report by the SBPP Executive Dean', July.

¹⁶ PSLRP (2019) 'PSLR Precinct training participants data', Knowledge, Abt PNG, 22 January.

Strengths

High-quality learning: the ANU biannual reports all attest to the successful development and delivery of the programs by the five ANU lecturers.¹⁷ These reports are substantiated by student evaluations of the courses and the responses of the undergraduate and postgraduate students interviewed by the review team. The ANU approach is benchmarked against best education practice, using adult learning principles (or andragogy)¹⁸ engaging in reflective practice by both staff and students. The approach promotes critical thinking skills through formal and informal interactions. For example, in one interview, a student felt the highlight of his learning was his exposure to critical thinking skills, which forced him to step back and critically analyse a PNG case study using current economics and public policy theories. The students shared positive experiences of the summer school they attended at ANU, describing the exchange as ‘eye-opening’ and motivating them to ‘dream big’ and think ‘outside the box’.

SBPP students also stated upfront how much they appreciated being treated like adults and trusted to have a say in their learning. They related well to their lecturers because of their ‘open door’ policy, enabling students to feel free and comfortable to consult them if and when they need assistance. ANU lecturers have demonstrated that they have adapted their approach to the UPNG context, where the internet is unreliable. They provide key literature through offline databases (thumb drives) and use social media (WhatsApp) for student questions/staff answers that the whole class can access.

Clearly, the evidence supports good progress under the first medium-term outcome (five to seven years) of the SBPP project. Improved quality of teaching at SBPP is contributing to better quality student learning, leading to the increased capacity of students to apply problem-solving and critical thinking skills in economics and public policy.

This good use of learning methods is reflected in the Precinct first lesson learned identified by the review team (see lessons learned box 1).

SBPP-ANU partnership: ANU has demonstrated its long-term commitment to UPNG through the Precinct program, and to SBPP in particular. At an individual level, ANU lecturers demonstrate professionalism and cultural sensitivity. SBPP and UPNG have also demonstrated their commitment by investing time and resources in collaborating with ANU. A renewed partnership agreement was signed in May 2018.

¹⁷ ANU-UPNG (2016a) ‘ANU Crawford-UPNG SBPP Partnership six-monthly report (January–June 2016)’, Policy Development Centre, Crawford School of Public Policy, ANU; ANU-UPNG (2017a) ‘ANU Crawford-UPNG SBPP Partnership six-monthly report (01 January–30 June 2017)’, Policy Development Centre, Crawford School of Public Policy, ANU; ANU-UPNG (2018b) ‘ANU Crawford-UPNG SBPP Partnership summer school Jan–Feb 2018 report’, Policy Development Centre, Crawford School of Public Policy, ANU.

¹⁸ M.S. Knowles (1970, 1980) *The Modern Practice of Adult Education. Andragogy versus pedagogy*, Prentice Hall/Cambridge, Englewood Cliffs, NJ.

Box 1: Precinct lessons learned 1 – culturally competent leadership training requires adult learning approaches.

In educational approaches to teaching and learning, pedagogy is about directed learning and andragogy about facilitated learning. Learning (engaging and processing of knowledge and skills) may be non-reflective, as in rote learning, where very little thinking is demanded on the part of the learner. By contrast, reflective learning requires far more in-depth thinking. The review team found that the ANU lecturers at SBPP and the UQ trainers all engaged in facilitated learning, ensuring that the knowledge and skills imparted were largely drawn from the experiences of the learners. The most appreciated courses included practical case studies and projects enabling learners to apply their skills based on their own cultural context and experiences.

Challenges

Capacity development: the support provided by ANU constitutes ‘capacity substitution’, as male and female ANU lecturers directly deliver courses to SBPP students. There is currently one PNG lecturer (male). Three UPNG (male) graduate students are undergoing training at ANU before returning as junior UPNG lecturers (one female was due to commence in 2019). There has been limited progress with academic publications produced jointly by ANU and SBPP staff because of the limited number of SBPP academics available. This capacity substitution approach was a deliberate part of the original Precinct design to improve the quality of SBPP courses quickly. Our interviewees identified the need to now move from ANU ‘capacity substitution’ to greater ‘capacity development’.

The Precinct partners need to consider how to increase the number of PNG lecturers at SBPP. Possible strategies include increasing the ownership of course content and teaching methods by PNG lecturers (male and female); more time dedicated to sharing and exchange of knowledge between ANU and UPNG lecturers; and funding and scholarships to sustain student numbers in the new Master’s program (including by seeking private sector funding). SBPP could recruit future national academics (both male and female) by identifying its top graduates from the Master’s program and putting them through an intensive staff development program. It could also identify its high-performing undergraduate students to undertake postgraduate studies to prepare them as future leaders in SBPP and the public service.

The wider SBPP context: SBPP is one of five schools within UPNG. It is therefore affected by the larger university budget, which is under severe pressure due to the current PNG Government fiscal shortfall. This has a direct impact on the number of lecturers available to be trained and to deliver SBPP courses. ANU dependence will be reduced when UPNG is able to support SBPP to recruit more male and female lecturers.

The quality of SBPP teaching, and of UPNG as a whole, can be further strengthened with improved and reliable information and communications technology (ICT) infrastructure and the adoption of a student learning management system. SBPP should also ensure it adheres to the wider UPNG vision and plans.

Finally, Precinct management also need to consider equity issues in the future allocation of resources. A number of interviewees were concerned that only one school within UPNG benefited from targeted support, whereas other academic disciplines were also relevant for the preparation of PNG’s future leaders.

GESI Policy and LCF integration: in our interviews, PNG students noted the complementary roles played by Christian and traditional values in shaping their world views and learning on leadership, gender, and inclusion. They also described efforts to integrate the LCF and GESI Policy in the SBPP course content as intended learning outcomes. However, only the Public Policy students were familiar with the LCF. The review team was unable to gain access to the course curriculum to verify these claims. Of greater concern is the lack of progress towards having more female academics teaching in the SBPP and more female higher degree students, especially in economics.

Opportunities

Contribution to a new generation of leaders: interviewed male and female undergraduates stated that they are being taught at a very high level and felt confident of their chances of securing employment soon after graduating. A 2017 survey of graduates in economics reports that ‘between six months and one year after graduation, most graduates had found work: 38% within six months, a further 38% within one year of graduation, a further 10% within 18 months, and a further 5% within two years’.¹⁹

The question is whether SBPP graduates are likely to contribute to the Precinct’s goal of ‘a new generation of ethical public service leaders, both women and men’. We do not know how many SBPP graduates are going into public service. This will also depend on PNG Government recruitment policies. The academic evidence shows that a merit-based system helps attract well-qualified individuals. It also shows how higher education institutions can both foster or undermine developmental leaderships (see Evidence Box 1). Our interviews with stakeholders beyond SBPP and UPNG noted that the SBPP was on a journey to become a centre of excellence. It is making efforts to adopt good education practice to achieve this objective.²⁰

ANU is noted for ensuring quality economics graduates among its own Australian students through the economics exam. However, under the partnership arrangements, the exam is not compulsory for SBPP students. Only volunteer graduates take it, posing issues of data reliability and validity. It is worth considering whether all graduates should take the ANU/UPNG economics exam to ensure quality of the graduates to make a difference in the workforce. This would provide further evidence of the program logic, moving from SBPP teaching to SBPP graduates contributing to the Precinct long-term outcomes in terms of improving public service leadership and the quality of public debates informing public policy.

SBPP strategic plan: the 2018 draft SBPP strategic plan had been developed but not yet launched at the time of this review. In addition to helping SBPP become a centre of excellence, the Precinct original design was also meant to contribute to SBPP’s greater interaction and relevance to the PNG Government in public policy.

SBPP integration within the wider university: UPNG management participate in the JSC and are aware of the importance of integrating the SBPP with the rest of the university. For example, two Curriculum Alignment Initiative workshops have been held in 2017 and 2018 with UPNG and SBPP to ensure the new courses are aligned with university-wide program specification documents, as outlined by the University Senate (Academic Board).²¹ SBPP and UPNG management need to continue to work together to ensure that SBPP is not constrained by UPNG’s strategic plan, but instead makes the most of it and contributes to it.

SBPP outreach and partnerships: the wider Precinct program creates opportunities for SBPP to extend its current partnership arrangements to network with other PNG organisations and higher learning institutions through collaborative research and related community engagement activities. This would help multiply the benefits of the Precinct across PNG.

SBPP recommendations

- **R1** (to DHERST, UPNG, and SBPP): update the SBPP Precinct strategy to move from SBPP capacity substitution towards greater capacity development by building academic staff capacity (by June 2019).
- **R2** (to SBPP and UPNG): launch and implement the SBPP strategic plan (with UPNG support) within the larger UPNG strategic plan and environment (by December 2018).

¹⁹ R. Fox (2018) ‘UPNG student employment outcomes: Results from a survey of economics graduates’, *DevPolicy Blog*, available at: www.devpolicy.org/upng-student-employment-outcomes-survey-results-20180725/, paragraph 3.

²⁰ SBPP (2018) ‘Report by the Executive Dean’.

²¹ P. Thambu (2018) ‘Report on second phase of Curriculum Realignment Initiative (CRI): Individual course outline review 08 to 22 April 2018’.

■ **R3** (to SBPP and UPNG): ensure the new SBPP courses are aligned with university-wide program specification documents as outlined by the University Senate, and that they comply with the PNG National Qualification Framework, to pave the way for the PILAG pathway (by June 2019).

■ **R4** (to SBPP, UPNG, DHERST, and DFAT/AHC): conduct a mapping exercise of gender equity and social inclusion in the SBPP component, and an analysis of barriers to/enablers of improved inclusion within SBPP. Use these analyses to update the SBPP Precinct strategy (by June 2019).

Box 2: Evidence for the Precinct to consider 1 – higher education, developmental leadership, and public service performance

A 2017 literature review by the University of Birmingham found that higher education most often entrenches existing patterns of power and inequality, hampering the emergence of developmental leaders. The following findings could inspire PNG higher education institutions: ‘Universities foster developmental leadership when:

- they operate according to principles of meritocracy and inclusion;
- they teach a broad curriculum through interactive and student-focused pedagogies: most developmental leaders hold degrees in the arts, humanities and social sciences;
- they promote opportunities for leadership training and practice through extracurricular activities (such as community work, political science societies, student councils and student newspapers);
- they provide role models and a new social environment and peer group, mentorship and shared living experiences;
- they model an environment of good governance in their leadership and governance structures;
- they encourage the creation of heterogeneous networks by encouraging social, religious, ethnic and economic mixing as well as providing scholarships to study abroad.’

World Bank and International Monetary Fund studies have shown that when public servants are recruited based on merit (such as their educational achievements), the performance of the public service improves. Merit-based recruitment and predictable, rewarding career ladders improve public servants’ capability and performance. The implication for the Precinct is that the SBPP project has to be complemented with public service initiatives, so that SBPP students who have received a higher quality education may be able to join the PNG Government public service. Without merit-based recruitment and promotion, they (and other well-qualified PNG students) may not be selected to join the public service, nor will they be incentivised to do so.

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G. Fontana (2017) ‘The impact of higher education on developmental leadership and on good governance’, K4D Helpdesk Report, Institute of Development Studies, Brighton.

2.2 Pacific Institute for Leadership and Governance

Key Review Questions

- What is working and what are the challenges facing PILAG (and identify the potential support needed) to establish itself in the medium to longer term as a quality tertiary institution, having regard to the PNG National Qualifications Framework, the Higher and Technical Education Strategic Implementation Plan (2017–38), the roadmap to achieve the aims of the Higher and Technical Education Sector, and the Twelve Standards for Quality Assurance?
- What are the key achievements for each pillar of the Precinct? Are these consistent with expectations at this stage in the investment? (Are we on track?)
- What are the strengths in the Precinct approaches?
- What are the challenges facing the Precinct approaches, and what strategies can be suggested to overcome these challenges?
- What are the lessons that can be applied to Precinct activities? Are there relevant lessons from other international situations?
- Are there more general lessons for other future GoA investments in culturally competent higher education and ethical leadership?

Project logic

The focus of this project was the transformation of the historical PNG IPA (now PILAG) into a strengthened PNG School of Government. Since its creation in 1963, PNG IPA was PNG's preference for the vocational training of public servants. It was a government organisation reporting to DPM (which chaired its board), and to which government departments could send their staff using their training budgets.

However, between 2012 and 2014, the institute was unable to perform its duties (despite benefiting from the Australian PSWFDI/P). The decline in both the quality and quantity of staff was evident, as was the decline in student support services, infrastructure, library, ICT, and financial records.²² The Precinct design recognised the need for deep organisational change to return it into a high-quality organisation. It was always clear that the process was ambitious. It would require time and technical assistance to make it happen.²³

In addition to PILAG, this section also reviews UQ training for public servants to bring together our analysis of the Precinct public servants' training in one place. UQ activities are distinct from the PILAG project, but do not clearly sit within one Precinct component.²⁴

The main assumption is that training public servants (including through PILAG and UQ courses) would improve both their ethics and their capability over the medium-term. This would in turn contribute to improved public service performance (in terms of service delivery and economic development). Building PILAG's institutional capacity and physical infrastructure are seen as necessary complementary interventions. Three implicit assumptions are that: the PNG public service requires a dedicated training institute (PILAG); that it requires additional high-quality courses (through UQ); and that the project should not aim to address the other barriers that undermine the performance of public servants.

²² PLGP (2016a) '2016 update of design brief and implementation', Pacific Leadership and Governance Precinct, January.

²³ *Ibid.*

²⁴ For example, while the UQ's Leadership and Initiative programs are now considered part of the 'Pathways' component by Precinct stakeholders, the 2016 Update conceived UQ leadership courses under the SBPP project.

The IPA/PILAG project had four main initial streams corresponding to four medium-term outcomes (to be achieved within five to seven years):

1. PNG IPA courses are relevant, effective and have a broad reach.
2. PNG IPA transitions to a quality-assured School of Government.
3. Strategic planning and management is robust and achieves its goals.
4. Corporate resource management is efficient and effective.

In addition, the UQ short-term outcome (two to five years) was listed under the SBPP component of the 2016 result framework:

5. The Executive Leadership Program improves the skills, knowledge and attitudes of public sector employees leading to behavioural changes consistent with LCF and GESI principles.²⁵

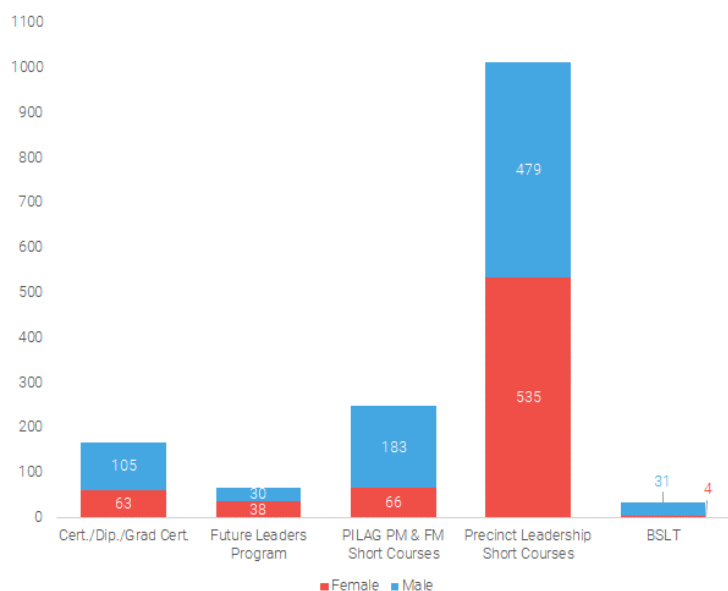
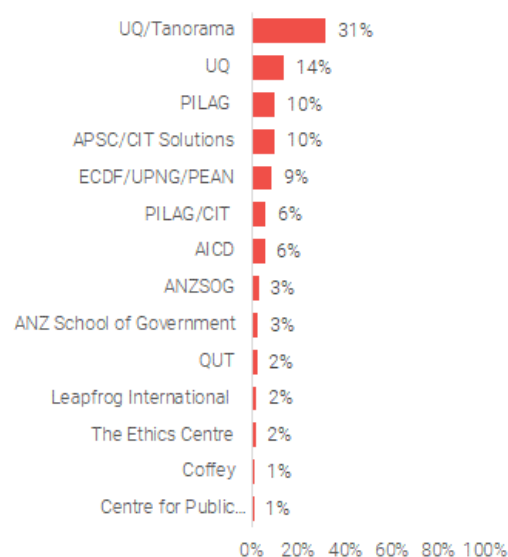
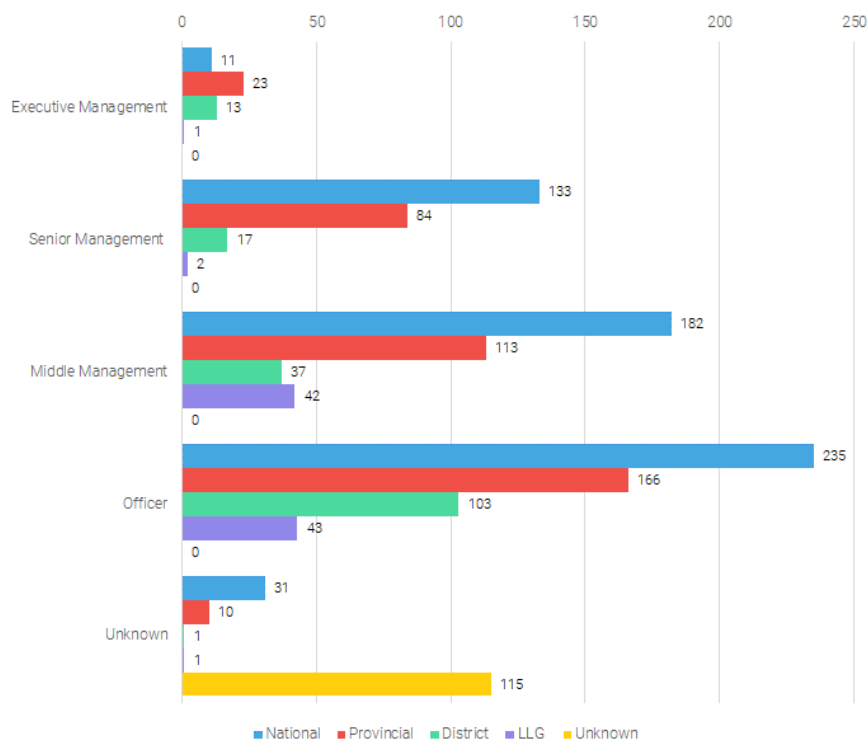
Achievements

Vocational courses: between 2015 and May 2018, the Precinct supported the vocational training of 1,534 participants (709 female; 825 male) ().

- Of these, two-thirds took part in Precinct short courses (e.g. on ethical leadership or on basic public servant competencies such as public speaking and speech writing) delivered by UQ and a few other providers.
- The other third took part in a range of other courses, including PILAG short courses on project management and financial management co-delivered by PILAG in partnership with APSC (through its provider CIT Solutions) (16%); and Diplomas and Certificate courses mostly delivered by APSC (through its training provider CIT Solutions) (10%). A further 4% took part in UQ Future Leaders programs which started in 2017 (for emerging leaders, and which initially met three times for two weeks over a nine-month period) in national and provincial settings. Finally, 2% participated in the Bougainville Senior Leaders Training (BSLT) delivered by the Queensland University of Technology (which was not examined by the review team).²⁶
- Only 9% of vocational courses participants came from the private sector.
- Of the public sector participants, 40% were officers (and the majority of them at the national level). Only 3% of public sector participants belonged to the executive management cadre, whereas roughly 45% belonged to the middle or senior management cadre (Figure 4).
- Looking at the subset of participants from the public sector (including BSLT), 42% belonged to national-level departments, followed by 31% from provincial departments (Figure 5).

²⁵ See Annex 6 of the 2016 Update in PLGP (2016a) '2016 update of design brief and implementation', Pacific Leadership and Governance Precinct, January.

²⁶ PSLRP (2019) 'PSLR Precinct training participants data', Abt PNG, 22 January. The period of analysis was from inception until May 2018, as established in the Terms of Reference for this evaluation. Participant numbers include those who have graduated, those who have completed the program, and those who are yet to complete, as suggested by Abt MEL team.

Figure 2: Distribution of Precinct vocational courses participants (2015 to May 2018)**Figure 3: Distribution of course participants by Precinct providers (2015 to May 2018)****Figure 4: Participants per job title by level of government**

Decentralisation: over time, the Precinct has prioritised sub-national levels of government in support of the PNG Government agenda (Figure 6).²⁷ In 2015 and 2016, the highest participation was at the national level (more than 50%). In 2017 more than 50% of participants were at the provincial level. Up to May 2018, the

²⁷ This figure also indicates a decrease in the number of participants on an annual basis. This is probably due to different ways of classifying participants and courses by the different Precinct implementers.

provincial administrations which have benefited the most have been East New Britain (8% of all vocational courses participation); East Sepik (5%); Madang (3%); Bougainville Autonomous Government; Milne Bay; and Southern Highlands (2% each).

A recent development since late 2017 has been the roll-out to districts and local governments, which now comprise 18% of participants (by May 2018). Given PNG's size and the relative inaccessibility of many local offices, these courses are much more challenging to organise. This support to the PNG Government decentralisation agenda was welcomed by all our interviewees, who often noted extreme weaknesses in local administration: the low English literacy of local officials, their limited knowledge of PNG Government policies, the absence of adequate infrastructure/ICT, and the resulting opportunities for abuses of power and mismanagement, particularly regarding District Development Authority funds.²⁸

Figure 5: Percentage of public sector participants by level of government

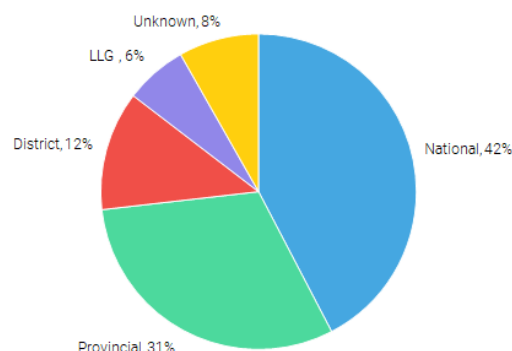
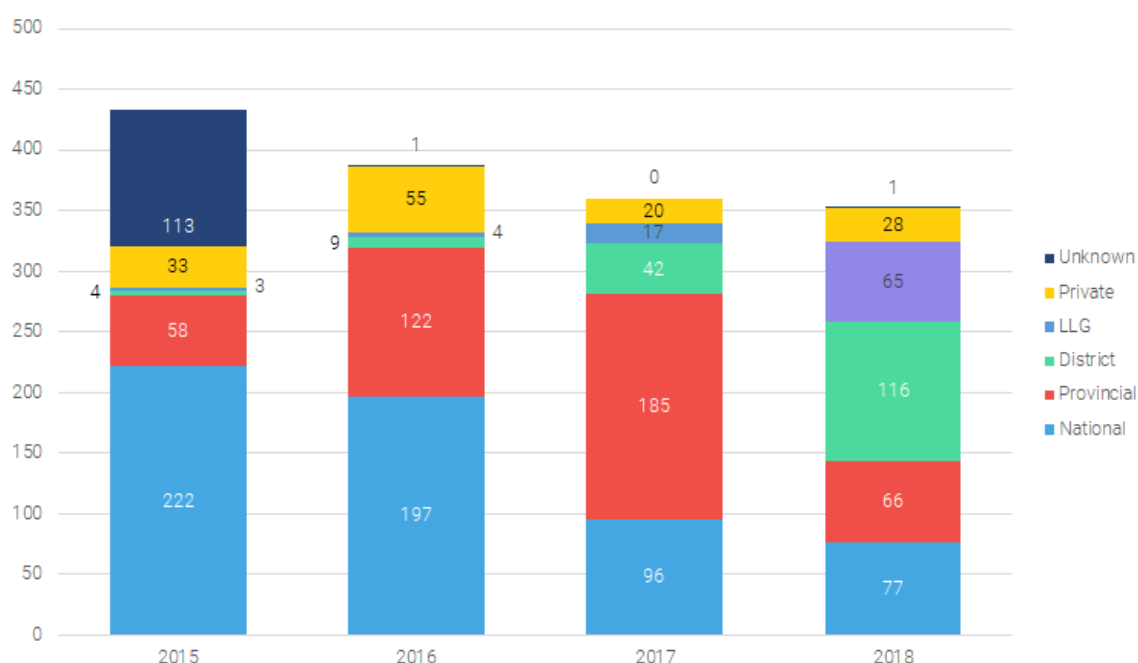


Figure 6: Participants per level of government (2015 to May 2018)



Infrastructure: PILAG's infrastructure dates from the 1960s. As part of the Precinct commitments, two new buildings were completed in June 2018. A new PILAG administrative building creates a better working environment for its staff. A new Learning Resource Centre has also been finalised and was scheduled to open

²⁸ O. Sepoe (2006) 'Democracy in Papua New Guinea: Challenges from a rights-based approach', in S. Firth (ed.) *Globalisation and governance in the Pacific Islands*, ANU Press, Canberra; M. Turner and D. Kavanamur (2009) 'Explaining public sector reform failure: Papua New Guinea 1975–2001', in R. May (ed.), *Policy making and implementation: Studies from Papua New Guinea* (pp. 9–26), State, Society and Governance in Melanesia Program in Association with the National Research Institute in Papua New Guinea, Studies in State and Society in the Pacific No 5, ANU E Press, Canberra.

by November 2018. At the time of the review, it was not being used, as it had not yet been equipped with books or computers.

Strengths

Historic symbolism: since pre-independence times, PILAG has been recognised as the traditional PNG centre for public servants training from which PNG's national leaders have emerged.

Infrastructure: in Melanesian culture, constructing new buildings symbolises a stronger relationship between Australia and PNG. The new buildings visibly demonstrate Australian commitment to PNG.²⁹ On the practical side, the new PILAG infrastructure gives students and staff access to improved services which have the potential to improve students learning and PILAG management.

PILAG Act 2017: it transformed PNG IPA within DPM into PILAG as a separate legal entity. This represents a new start for the organisation under a strong legal framework. It reinforces PILAG's mandate of recognised quality training, with the potential to expand to the wider Pacific region. It enables it to operate as a business (with new partners if required) to reduce its reliance on government, which is facing a fiscal crisis. It also requires appointing a CEO with experience in managing and delivering training.³⁰

Training quality and co-delivery: UQ and its local partner, Tanorama, have delivered the largest percentage of courses (45%). The different stakeholders we interviewed all coincided in their assessment of the high quality of these courses and their value for students (See lessons learned box 1). An engaging methodology and practical exercises for the PNG context were highlighted as the most valuable characteristics. Public servants who attended UQ Future Leaders courses or short courses described in our interviews how they had become aware of learning from one another, and not just from the trainers. Prior to the courses, they did not think their experiences mattered, or that they could add to a body of knowledge. Participating in the courses generated a feeling of being empowered by their new-found knowledge and their approach to learning. All agreed that they would most definitely share with colleagues what they had learned and would implement it in their workplace. Participants saw themselves as 'change agents', a terminology that kept coming up in the interviews with public servants taught by the UQ lecturers.

CIT Solutions was cited in our interviews as a very good example of how to improve PILAG's capacity. Their co-design, co-development, and co-delivery approach was specified in their contract with APSC. It has allowed some PILAG staff interested in professional development to be exposed to, and learn from, new and modern teaching methodologies. This has helped participating PILAG staff improve their teaching skills.³¹ PILAG interviewees felt this created positive impact on other PILAG courses delivered, even outside the Precinct.

Challenges

PILAG capacity to deliver high-quality training: the original design was adequately ambitious. It aspired not only to deliver more and better courses, but also, overall, to transform the institute into a 'School of Government' which would be quality assured and recognised by PNG's National Training Council.³²

The Precinct support to PILAG is small in comparison to PILAG's ongoing activities. For example, in 2017, PILAG undertook 14 deliveries of long-term training courses (368 participants) and 15 deliveries of short

²⁹ PNG stakeholder interviews.

³⁰ Government of Papua New Guinea (2017) 'Pacific Institute of Leadership and Governance Act', *Act No. 27 of 2017*, certified 27 March 2018.

³¹ Commonwealth of Australia DFAT (2017c) 'Economic and public sector group twinning II programme report, July – December 2017'; participant interviews.

³² PLGP (2016a) '2016 update of design brief and implementation', Pacific Leadership and Governance Precinct, January.

courses (369 participants).³³ By comparison, in the same year, the Precinct supported PILAG, CIT Solutions, and APSC to train (together or separately) about 10% (79 participants) of those trained by PILAG without Precinct support.³⁴

The PILAG–APSC partnership was designed to strengthen PILAG capacity and APSC’s implementer, CIT Solutions, has adopted a good co-delivery approach and delivered a Diploma in Training Design and Development to eight PILAG officers in 2016. Disappointingly, only five completed the course, and few PILAG trainers seem to be taking up opportunities to strengthen their skills.³⁵

We could not find evidence that UQ had transferred skills to PILAG staff. This is a direct result of the Precinct design: the UQ contract was not meant to improve PILAG capacity and only one PILAG trainer was designated to work with UQ.

A key factor for the sustainability of the program in the long run is to create the capacity within PILAG to design and deliver high-quality training.

PILAG institutional capacity: to deliver high-quality courses, PILAG needs adequate management, administrative, and student services capacity. The 2015 Design envisaged a number of improvements in areas such as strategic planning, resource management, and other core governance policies, systems, and processes (see Annex D—Results Table, PILAG section). However, the team was not able to identify credible evidence that PILAG’s core capacity is being developed in a sustainable manner.

Staffing issues include long-term gaps and a misalignment of staff with skills needed in particular roles.³⁶ Financial management will have to be a priority. We understand that PILAG has not been externally audited for a number of years.

PILAG capacity to meet provincial and district needs: in terms of geographical outreach, PILAG aims to have four functional regional centres tied to local universities to increase access and to tailor training based on regional needs. The Islands Regional Training Centre in Vunadidir, East New Britain Province, which was visited by the review team, was not structurally safe. As a result, PILAG trainings are held in a hotel conference venue, at a much higher cost. Precinct infrastructure investment has benefited national campuses, but not provincial ones, where the needs are greater.

Opportunities

PILAG status: the main opportunity for PILAG to grow is to make the best use of its new legal framework and its explicit mandate to become a new and modern organisation. However, changes through a legal Act, and adopting a new name, are not sufficient. PILAG needs to set the foundations to be able to sustain change, both in terms of its core institutional capacity and its ability to deliver high-quality training.

In terms of leadership and systems, this would include: appointing a new Chief Executive Officer (CEO) and board, according to the parameters established in the PILAG Act; setting up an inclusive and competent core team that can support the actions of the new CEO; establishing the scaffolding required for organisational growth (financial, administrative, and human resource management systems); performing an independent audit of the organisation for a fresh start; approving the budget for the current fiscal year; and developing a business plan with short- and long-term goals for self-sustainability.

In terms of the strengthening the quality of training, this would include: continuing to engage with APSC and CIT Solutions-supported capacity development, avoiding the temptation of ‘capacity substitution’; recruiting experienced male and female trainers to deliver PILAG courses; forming a strategy to strengthen the academic programs delivered at PILAG, fulfilling all the requirements to be recognised under the PNG National

³³ PILAG (2017) *Draft Course Handbook*.

³⁴ PSLRP (2019) ‘PSLR Precinct training participants data’, Abt PNG, 22 January.

³⁵ DFAT (2017c) ‘Economic and public sector group twinning II programme report’; participant interviews.

³⁶ DFAT (2017c) ‘Economic and public sector group twinning II programme report’.

Qualifications Framework as a vocational training institute; reviewing potential public sector students' learning needs, including the balance between basic skills (e.g. a toolbox that every civil servant should master) or leadership skills, and how best to integrate GESI; and drawing on new partners to enhance PILAG's training capacity (from the private sector to help fund courses or from PNG or internationally to build its capacity).

PILAG recommendations

■ **R5** (to DPM and PILAG Board): put in place the leadership, staff and systems required to implement the PILAG Act for PILAG to succeed in its transformation (by June 2019).

■ **R6** (to PILAG, DPM, and DHERST): update the Precinct PILAG strategy for PILAG to strengthen its training capacity and become a quality-assured tertiary training institution (by June 2019).

■ **R7** (to PILAG, DPM, and DFAT/AHC): conduct a mapping exercise of gender equity and social inclusion in the PILAG component and in vocational trainings supported by the Precinct, and an analysis of barriers to/enablers of improved gender and social inclusion. Use them to update the PILAG component and vocational trainings (by June 2019).

2.3 Pathways and enabling environment

Key Review Questions

- What are the key achievements for each pillar of the Precinct? Are these consistent with expectations at this stage in the investment? (Are we on track?)
- What are the strengths in the Precinct approaches?
- What are the challenges facing the Precinct approaches and what strategies can be suggested to overcome these challenges?
- What are the lessons that can be applied to Precinct activities? Are there relevant lessons from other international situations?
- Are there more general lessons for other future GoA investments in culturally competent higher education and ethical leadership?
- Are there opportunities to augment current Precinct activities to enhance the implementation of specific public sector reforms?

Program logic

The original program design recognised the need to foster collaboration between the main Precinct organisations (SBPP and PILAG), as well as other stakeholders, in order to promote inclusive leadership. This is captured by long-term Outcomes 4 to 6. However, this part of the program logic is the least developed, as evidenced by changes in its names and activities. For example, the 2016 Update refers to the component as ‘the Precinct Program’, while the March 2018 draft Update describes it as ‘Leadership discussions, debate, and pathways’ to reflect ongoing PSLR activities.

Achievements

Pathways: the Precinct supports UPNG/SBPP and PILAG through separate projects, but also facilitates their collaboration. For example, in 2015 a study tour to the Western Australia Joondalup Learning Precinct deepened DPM, PILAG, UPNG, SBPP, and DFAT personal relations and led to a Record of Understanding.³⁷ A physical pathway (footpath) is being built which will connect the UPNG and PILAG campuses (which are 1.5 km apart), so that UPNG students can make use of the new PILAG resource centre and PILAG students can attend UPNG events. An academic pathway between PILAG and UPNG would require PILAG to be accredited to the DHERST National Qualifications Framework requirements so that PILAG certificates and diplomas are recognised academically. DHERST, PILAG and UPNG are working on this, including through the UPNG Curriculum Alignment Initiative.

Private sector and civil society engagement: the Precinct, in particular through the UQ Precinct Initiative Program, has undertaken a number of bespoke courses and events to facilitate networking between the public sector, private sector and civil society. For example, UQ has collaborated with the Minerals and Energy for Development Alliance and the PNG Extractive Industry Transparency Initiative to run several workshops, including in New Ireland Province. Participants came from government, industry, and civil society.³⁸

³⁷ PLGP (2015b) ‘Joondalup Learning Precinct study tour report’, Pacific Leadership and Governance Precinct, November.

³⁸ UQ (2017) ‘Activity Completion Report, Leadership, Data Management and Transparency in the Extractives Sector’, March; UQ (2018) ‘PNG EITI Kavieng workshop report’, May.

Public policy: the Precinct has supported a number of public policy outreach debates, including the UPNG Update and APEC seminar series, which Abt PNG estimates are altogether reaching nearly 4,000 people, both female and male.³⁹

Youth and women leadership: The Voice Inc. is a youth development organisation set up in 2007 which delivers youth development leadership programs for university students to become active citizens and nation-builders. Two PSLR advisers (on program management and action research) have assisted The Voice Inc., for example to identify how it can work to meet the needs of different universities (including UPNG SBPP) and develop a PNG-wide youth coalition. The Coalition of Public Sector Women in Leadership brings together current and former public service women and provides a safe space for them to discuss issues related to the public service and the good of the nation. PSLR supported the coalition's registration process (which took place in August 2018). This will enable it to seek funding to provide services such as its District Mobile Mentoring Service.⁴⁰

Strengths

Complementarities: this component—focusing on linkages between individuals, organisations, and the wider environment—can help augment the Precinct's theory of change. Its main strength lies in its potential to deepen the program logic and complement existing activities to ensure that the program as a whole delivers its goal. It is a strength that has not yet been fully utilised.

Challenges

Coherence: the theory of change behind this program component has not been well articulated in program documentation. Our interviews showed it was not understood in a consistent way across stakeholders. As a result, it can seem like a collection of unrelated activities, which may be individually interesting but not core to the program success. This may explain why, beyond the UQ leadership courses and events, few activities have been delivered to date and represent a very small share of the total budget. The 'leadership discussions, debates and pathways' PSLR component represented 2% of the overall PSLR planned budget for 2017–2018.⁴¹ With Precinct teams stretched to deliver courses and support JSC/Board meetings, follow-on support through mentoring and alumni networks, planned in design to create an enabling environment for public sector transformation, have received less attention.

Training is not enough: a consistent message from academic research and lessons learned from decades of capacity development programs is that training, often the default approach to capacity development, is important but not sufficient (see Evidence Box 2). Projects too often assume that beneficiaries require new knowledge and focus on individuals and their organisations, ignoring the wider environment in which individuals and organisations operate (e.g. historical legacies; formal rules and processes; and the informal set of power relations and norms, such as those surrounding gender and ethnicity). The theory of change provided in Service Order 15 (setting out the Governance Partnership's approach to the Precinct) identified the need to complement Precinct courses with 'systems of accountability and performance that further incentivise ethical leadership',⁴² but this is not visible in the current theory of change or Precinct activities.

³⁹ PSLRP (2019) 'PSLR Precinct training participants data', Abt PNG, 22 January.

⁴⁰ Participant interviews; Abt PNG (2018b) 'Six-monthly report (January–June 2018)'.

⁴¹ QTAG (2018) 'Annual review of the Governance Partnership Facility'.

⁴² Commonwealth of Australia DFAT (2017b) 'Abt management PGF service order'.

Box 3: Evidence for the Precinct to consider 2 – training is not enough

In 2017, the UK Government-funded Sustainable Livelihoods Research Program synthesised its 14 primary studies on the effectiveness of capacity building drawn from eight fragile or conflict-affected countries it had studied over the course of five years. It found that ‘results are frequently disappointing’ due to four issues with how capacity building is operationalised:

- training remains the default tool of capacity development. It is tangible and quantifiable, but change often does not simply result from new knowledge or more resources;
- capacity development is often treated as a technical process, whereas capacity depends on how power is distributed in society and elite behaviour. As a result, practitioners target technical issues and fail to support the political drivers of change;
- capacity development activities frequently target formal organisations (particularly government officials) and overlook other alternative capacities (such as churches, chiefs, or elders) and how people use services in practice; and
- capacity development tends to focus on individuals and organisations rather than taking a ‘systemic’ approach. Instead it should focus on both the hardware (e.g. formal procedures) and software (e.g. social relations) to incentivise change.

This finding can be applied to the Precinct’s objective of training ethical leaders. Academic evidence shows that training in ethics and codes of conduct (such as the LCF in PNG) do not address corruption on their own. A combination of individual integrity (e.g. an honest person, doing the right thing); institutions of integrity (e.g. legal rules, codes of conduct, social norms); and the integrity of institutions (e.g. institutions that are fit for purpose, promoting development objectives) are needed to prevent misconduct and corruption in the public sector. Precinct partners should consider whether and how they could work across all these levels.

Sources

I. Amundsen (2009) ‘Introduction to public sector ethics’, in I. Amundsen and V.P. de Andrade (eds.) *Public sector ethics: Compendium for teaching at the Catholic University of Angola* (pp. 5–45), Chr. Michelsen Institute, Bergen, Norway.

L. Denney and R. Mallett, with M.S. Benson (2017) *Service delivery and state capacity: Findings from the Secure Livelihoods Research Consortium*, Secure Livelihoods Research Consortium, London.

I. Garcia-Sanchez, L. Rodriguez-Dominguez, and I. Gallego-Alvarez (2011) ‘Effectiveness of ethics codes in the public sphere: Are they useful in controlling corruption?’, *International Journal of Public Administration* 34, pp. 190–95.

E. Grebe and M. Woermann (2011) *Institutions of Integrity and the Integrity of Institutions: Integrity and ethics in the politics of developmental leadership*, Developmental Leadership Program.

Supporting leaders in their workplaces: at the individual level, Precinct participants need to have the appropriate support to apply the leadership skills gained through Precinct activities. The academic evidence shows that ‘selection and post-training activities seem as important as the training itself’.⁴³ Students need to put leadership skills into practice to hone these skills in a safe environment, allowing them to test different leadership styles and assess their effectiveness.⁴⁴ Our interviewees – from course participants to Board members – all expect the program to pay more attention to what happened after a participant finished the training. We were given numerous examples of good practice:

- when they had support from their managers on return, or when managers and staff attended Precinct courses together, participants could contribute to changes in their workplace;
- participants might offer skills training in their workplace on returning from the course; and
- participants might set up informal networks to support one another in their workplaces.

⁴³ M. Destrez and N. Harrison (2011) ‘Leadership training and network formation: The evolution of the LEAD process’, *Research Paper 08*, Developmental Leadership Program.

⁴⁴ Brungardt (1996), cited in L. Brannelly, LL. Lewis, and S. Ndaruhutse (2011) ‘Learning and leadership: Exploring the linkages between higher education and developmental leadership’, Developmental Leadership Program.

However, we also heard numerous examples where practice did not change:

- some Precinct course participants never returned to their jobs;
- motivated individuals were hampered by a lack of management support once they returned to work (e.g. their manager considered them a threat and were not willing to implement new approaches), and women could be undermined by their male managers; and
- Future Leaders participants valued their practical projects, but felt support and mentoring could be further improved.

Enabling environment: Precinct participants work within organisations which have existing norms, values, and interests. These organisations are themselves part of a wider institutional environment, shaped for example by the *wantok* cultural system and politicisation of the public service.⁴⁵ Public sector organisations, let alone individual public servants on their own, will not be able to overcome some of these barriers which prevent good public sector performance.

A number of our interviewees agreed that the wider environment was critical and that a focus on individuals was not enough. They ‘had a problem with the concept of ethical leadership’ as a solution for PNG’s long-term development. They felt ‘people are not dishonest’ and wished the Precinct ‘good luck teaching ethics to civil servants!’. They felt adequate incentives and accountability systems were required within the public service to promote good and honest performance, as PNG’s post-colonial government institutions were not fit for purpose. Change would not come only from training linked to internal reform, but also through external pressure, from civil society or private sector demands. To achieve its goal, the Precinct therefore needs to consider which organisational and institutional factors it can influence to enable ethical and competent leadership, and ultimately to improve inclusive service delivery and economic development.

Networks and coalitions: there is a growing evidence base that developmental leadership requires collective action—motivated individuals or organisations coming together, pooling their power to achieve shared developmental goals.⁴⁶ This is not the same as organising courses or outreach events with diverse stakeholders (as the Precinct is currently doing), but instead providing resources for coalitions to form and operate around specific policy issues or practical problems.⁴⁷

To make the most of limited Precinct resources, it would be important to target resources to facilitate coalitions most likely to contribute to the desired improvement. Otherwise, the Precinct will continue to spread itself too thin across too many sectors/groups under this component. This is not the same as providing funding for small projects by course participants. Instead, the Precinct should identify relevant coalitions and facilitate their activities in a low-profile manner. This would require a change in the Precinct’s style, accepting a higher degree of risk (i.e. that some of these investments may not succeed) and more hands-off management.

Opportunities

Our consultations with Precinct program beneficiaries, both in Waigani and Kokopo, confirmed the demand for additional support to complement Precinct training courses.

Planning for return to work: this would involve course participants’ managers/supervisors from the start. Managers should not only assess participants’ performance on return but also give space and authority to the beneficiaries to use their skills. Options include a compulsory presentation to beneficiaries’ teams on return so

⁴⁵ B. Narokobi (1983) *The Melanesian way*, Institute of PNG and Pacific Studies, Suva, Fiji; J. Ketan (2013) ‘Political governance and service delivery in Western Highlands Province, Papua New Guinea’, *SSTM Discussion Paper 2013/9*, State, Society and Governance in Melanesia, ANU.

⁴⁶ Developmental Leadership Program (2018) ‘Inside the black box of political will: 10 years of findings from the developmental leadership program’, Developmental Leadership Program.

⁴⁷ Developmental Leadership Program (2016) ‘Power, politics and coalitions in the Pacific Policy Brief: Lessons from collective action on gender and power’; DLP Policy Brief (2018) ‘Developmental Leadership Program’; Developmental Leadership Program, *Inside the black box*.

they can share their learning; ‘reintegration workshops’ after a course is completed; or sequencing the training so managers do it first, followed by their teams at lower levels. A team approach could have a greater chance of addressing specific issues within an organisation (e.g. improving an aspect of policymaking or service delivery).

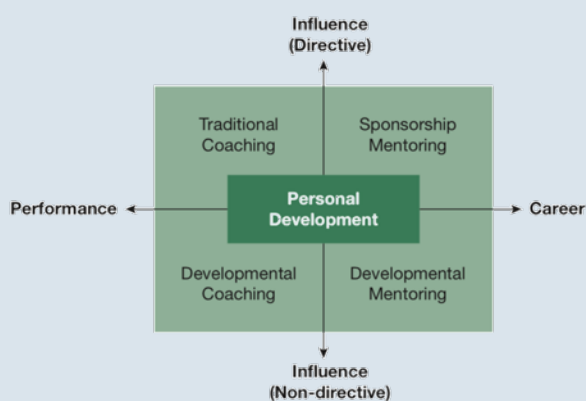
Precinct alumni networks: so that public servants who have participated in similar courses can continue to collaborate and motivate one another. The public servants stakeholders we interviewed did not wish for the network to be merged with existing program (such as the Australian Awards alumni network), as they felt the Precinct ethical leadership and public service agenda was distinct.

Coaching and mentoring programs: for individual participants to complement courses. These would help beneficiaries identify and overcome challenges in the workplace, including to address gender equity and inclusion. They are established good practice in the leadership literature. UPNG could learn from the experiences that have worked elsewhere in PNG, include Divine Word University (DWU) (see Evidence Box 3).

Box 4: Evidence for the Precinct to consider 3 – developmental coaching and mentoring at DWU

In coaching and mentoring relationships, the coach/mentor facilitates the learning of the coachee/mentee by using their experience and knowledge. The approach can be more or less directive, with developmental approaches based on the coach/mentor crafting questions to help improve performance (coaching) or skills for personal and career development (mentoring). Clutterbuck and Megginson (2004) coined an acronym for what mentors do: they M—Manage the relationship; E—Encourage; N—Nurture; T—Teach; O—Offer mutual respect; and R—Respond to the learner’s needs.

Figure 7: Diagram showing the link between developmental mentoring and coaching



Divine Word University (DWU) provides good examples of academic mentoring in a PNG context. An individual or team of junior staff are assigned to work alongside senior staff at professorial level. The mentor shares their expertise in any of the pillars of teaching and learning, research, or in community engagement activities. Junior staff maintain logs or records of what they have done over the semester and report the outcomes in their annual performance appraisals. DWU gives awards for Excellence in Teaching and Learning, Research, and in Community Engagement. In the Department of Mathematics and Computing Science, junior national staff are mentored by a retired American DWU Emeritus Professor of Mathematics who has helped promote a research culture. A good number of his mentees have attended international conferences where they have presented papers and had their papers published. This has motivated them to continue to research and publish in their field.

Sources

D. Clutterbuck and D. Megginson (2004) *Techniques for coaching and mentoring*, Routledge, Abingdon.

N. Lancer, D. Clutterbuck, and D. Megginson (2016) *Techniques for coaching and mentoring*, 2nd ed., Routledge, Abingdon.

R. Pask and B. Joy (2007) *Mentoring-Coaching: A guide for education professionals*, Open University Press

Additional training providers: these were mentioned in most interviews. While SBPP, PILAG, ANU, UQ, and APSC/CIT Solutions were valued, stakeholders identified a wide range of additional vocational or academic training providers which could help the Precinct deliver its goal. This included other PNG universities (such as DWU, which under another Australian-funded program delivers undergraduate and graduate degree courses to civil servants for DPM); the emerging private sector coaching and leadership industry; internal or external training program by large PNG-based firms (in the mining or shipping industry);

and other accredited training providers (e.g. on project management or accountancy). Stakeholders valued partnerships with Australian academics and organisations but were also interested in opportunities to learn from further afield, from other developing or Commonwealth countries with shared challenges.

Public service reform: the Strategic Review team was asked whether there were opportunities to augment current Precinct activities to enhance the implementation of specific public sector reforms. During the team's mission in July 2018, the Public Service Minister announced a series of measures to reduce the cost of the public service (e.g. identify ghost workers) and improve efficiencies (e.g. performance management).

Our assessment is that a new Precinct activity to support a major public sector reform initiative is not a realistic prospect at present. Precinct support for targeted measures with genuine political support could make a difference (e.g. with systems and procedures needed to incentivise good performance of trained staff to deliver specific objectives, such as specific service delivery improvements). The evidence from the literature is that it can be more effective to focus on locally-defined problems in a flexible and iterative approach⁴⁸ and with reform-minded individuals in targeted organisations.⁴⁹ A more rigorous political economy analysis of incentives in the public sector would be able to identify where change is most likely to succeed in which part of the public sector or decentralised levels in different regions. The Precinct should stand ready to support the introduction of new systems and accountability measures (as envisaged in the 2017 Abt Management Service Order), and not consider this beyond its mandate. This could also be managed from another part of the Governance Partnership and/or complement APSC's collaboration with DPM.

Pathways recommendations

■ **R8** (to DPM, PILAG, and DFAT/AHC): design and fund the range of activities essential to complement individual training so that Precinct courses and events participants (from the public sector, the private sector, or civil society) are supported once they return to their workplaces: involve managers from the start, and implement already planned alumni networks, as well as coaching and mentoring schemes (by June 2018).

■ **R9** (to JSC and DFAT/AHC): revisit the Precinct's overall theory of change so it is better aligned with the academic evidence and lessons learned about the value of training and regarding how to build sustainable public service capacity (particularly taking into account the individual, organisational, and institutional levels) (by June 2019).

■ **R10** (to JSC and DFAT/AHC): undertake political economy analyses to determine the policy areas or service delivery priorities which can benefit from Precinct support to improve public sector performance and integrity. On that basis, identify coalitions or targeted reform initiatives that are amenable to Precinct support, testing approaches, learning regularly, and adjusting quickly (by June 2019).

⁴⁸ M. Andrews, L. Pritchett, and M. Woolcock (2013) 'Escaping capability traps through problem driven iterative adaptation (PDIA)', *World Development* 51, pp. 234–44.

⁴⁹ D. Leonard (2010) "'Pockets' of effective agencies in weak governance states: Where are they likely and why does it matter?", *Public Administration and Development* 30, pp. 91–101.

2.4 Gender and social inclusion

Key Review Questions

- Understanding that Australia's support for the PNG Government GESI Policy sits outside the Precinct, to what extent are appropriate gender equity and social inclusion considerations effectively integrated into Precinct planning and delivery?
- To what extent can the Precinct support unified nation-building—in other words, one public service to service all people and counter any 'ethnic grouping trends'?

Intervention logic

Gender and social inclusion are policy imperatives that are evident in both Australian and PNG government policies. This element of the Precinct program is based on the PNG Government National Public Service Gender Equity and Social Inclusion Policy (GESI Policy). Within the Australian aid program, these concepts are covered in three core documents: the *Gender Equality and Women's Empowerment Strategy 2016*;⁵⁰ the *Disability Action Strategy 2017–2020*;⁵¹ and the *DFAT Indigenous People's Strategy 2015–19*.⁵² The PSLR Partnership covers the Precinct as well as working with DPM on the implementation of the PNG GESI Policy, at both national and sub-national levels.

The 2016 Design Update makes the following commitments on gender and inclusion:

- 'Principles of gender equality are embedded across Precinct initiatives, including striving for parity in men and women in course developers, presenters and participants.'
- The progression of female academics into leadership positions should be tracked and reported against.'
- Participation of women in courses, scholarships or awards should be managed to ensure equality of opportunity for women academic and administrative staff.'
- Gender-based violence is also a key issue to address, part of a broader strategy to improve the work environment and reduce the risk some women face when seeking to achieve in their professional life.'

It also notes the importance of 'addressing significant barriers that exist through remoteness and through various forms of disability'. However, inclusion is largely absent or inconsistently mentioned in all Precinct design documentation. Likewise, the 2016 results framework includes separate gender equality targets for both SBPP and PILAG projects, with no mention of inclusion. The second of four Governance Partnership key results areas for Abt PNG, the Precinct Managing Contractor, is that 'Governance programs effectively address gender critical issues', again excluding 'inclusion'.

Achievements

Creating a dialogue around gender equity: the Precinct has contributed to a national public dialogue about gender equity by hosting a number of lectures and facilitated discussions. These include the visits of Dr Sharman Stone, Australian Ambassador for Women and Girls, and of Ms Rosie Batty, Australian of the Year 2015, as a campaigner for family violence prevention. Some interviewees noted increased awareness had led to some actions. For example, Dr Michelle Rooney's presentation about gender-based violence and sexual harassment at the PNG Update 2018 stimulated debate and led to a verbal commitment from the UPNG Vice-Chancellor to act on these issues during his summation.

⁵⁰ Commonwealth of Australia DFAT (2016b) 'Gender equality and women's empowerment strategy 2016', February.

⁵¹ Commonwealth of Australia DFAT (2016a) 'Disability action strategy 2017–2020', December.

⁵² Commonwealth of Australia DFAT (2015) 'DFAT Indigenous peoples strategy 2015–2019', June.

Baseline data on GESI awareness in the Precinct: Abt PNG's baseline survey of students and staff within the Precinct is a fine piece of work. It covers their awareness around GESI, gender-based violence, sexual harassment, institutional policies, availability of services, and willingness to access services. It provides a comprehensive platform to monitor changes to awareness and access across the Precinct program, particularly given the commitment of the UPNG Vice-Chancellor.

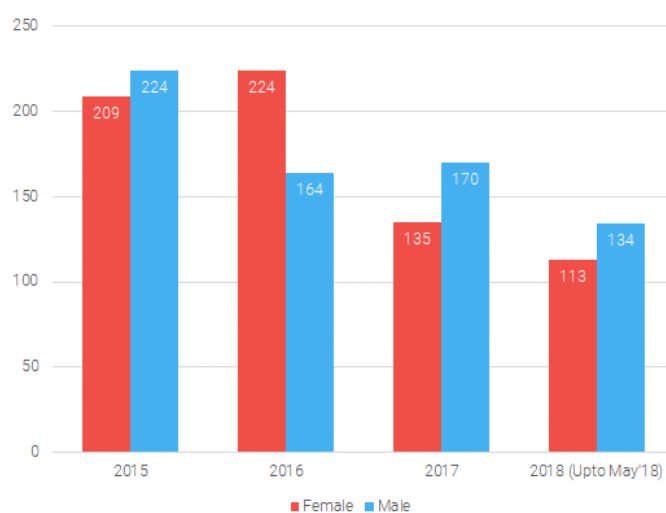
Mapping GESI in Precinct Partnership: the Abt PNG 'GESI Stocktake' is a benchmarking exercise giving a detailed account of efforts and progress across the Abt PNG portfolio of Governance Partnerships, including PSLR. Abt PNG and AHC staff reported that the stocktake stimulated greater interest and understanding of the core nature of GESI in Governance Partnership-wide programming, which they viewed as necessary.

Strengths

Parity in training of DPM-nominated staff: quotas, though often controversial, are the fastest way to ensure greater balance in access to training opportunities in 'non-transformed' workplaces. The Precinct's parity quota has maintained high levels of equity in access to training for women within the public service. DPM requires equal numbers of female and male nominees for courses; as a result, up to May 2018, Precinct Leadership Program Short Courses were attended by 538 women and 476 men, and the Future Leadership Program was attended by 38 women and 30 men.⁵³

This commitment requires constant attention and is being challenged by the Precinct's extension to sub-national levels. Overall, 751 women and 906 men have participated in vocational and academic courses up to May 2018. While more women than men participated in 2016, this ratio has since reversed, and more men benefited in 2017 and in the first part of 2018 (see Figure 8).⁵⁴

Figure 8: Gender distribution in Precinct vocational and academic courses (2015 to May 2018)



GESI Policy embedded in all training: the integration of the GESI Policy into both short and long courses has resulted in high levels of recognition and understanding of the GESI Policy and Toolkit across all Precinct education providers, in particular UQ courses for public servants.⁵⁵ The Future Leaders Program is particularly strong. It conducts a half-day workshop specifically on GESI implementation, which both

⁵³ Abt PNG (2018a) 'Gender and inclusion stocktake report and annexes', June.

⁵⁴ Review team analysis based on: PSLRP (2019) 'PSLR Precinct training participants data', Abt PNG, 22 January. The explanation given is that there are few (if any) female public servants at district and local government levels.

⁵⁵ Training provider interviews.

national and sub-national public servants reported valuing highly in interviews. In addition, the Inclusive Strategic Leadership Short Course focuses on three themes: strategic thinking, planning, and leading; government strategy and planning frameworks; and gender, inclusion, and participatory planning. The course is well attended and highly rated in imparting practical gender and inclusion processes by public service learners. These two courses represented under 12% of Precinct vocational and academic course participants until May 2018.⁵⁶

SBPP students also cited high recognition levels of the GESI Policy in their courses, though naturally as undergraduates the purpose of their education is not the application of the GESI Policy. General gender mainstreaming in ANU-led SBPP education programs is less consistent and deserves further investigation.

Challenges

Narrow understanding of, and weak approaches to, gender equity and social inclusion: this is a common issue in international development. Gender is often referred to as a proxy term for women, with little understanding of the interaction and imbalance between roles for men and women. Inclusion is even less well understood, often taken to mean consideration of women, girls, and persons with a disability. In the design of the Precinct, this has translated into:

- inconsistent usage of the language around women, gender, and inclusion in leadership and decision making;
- insufficient attention being paid, not only to disability, but also to other forms of exclusion of people who are marginalised because of other social differences (age, ethnicity, religion, sexual orientation, etc.) from leadership and decision making;
- the use of *wantok* as a means of exclusion, and an important issue in the PNG public service, is not mentioned in the design, and ethnicity as a concept is mentioned only once;⁵⁷
- gender equity and social inclusion being treated as an ‘add-on’ rather than as a core business (e.g. as separate rather than mainstreamed and inclusive indicators in the Precinct results framework);
- support for activities that support ‘advancement’ (access to knowledge, skills, training, etc.) such as equal participation in courses. The Precinct provides insufficient attention to ‘empowerment’, the societal and workplace transformation towards acceptance of the right for those people to occupy non-traditional gender and social roles;⁵⁸ and
- overuse of the term ‘transformation’, with few tangible activities that would achieve the transformation necessary for full inclusion and empowerment.

Inadequate Precinct design: the program is not directly tackling the factors which prevent women and other people traditionally marginalised from leadership and decision making roles in PNG’s diverse public service workplaces. The *wantok* system was noted by informants as a major barrier to inclusion. A surprising enabler almost universally mentioned in interviews was the unifying nature of Christian ethics as a means to overcome exclusion and *wantok*. These social factors were not mentioned in design documents. Identifying these barriers to, and enablers of, genuine transformative change at the middle and senior management levels is necessary to create an enabling environment for sustainable inclusion of women and other groups marginalised from decision making and leadership. Precinct activities would then promote the enablers while deconstructing the barriers to that transformative change, such as through specific measures, for example targeting gender-based violence in the workplace. This finding is based on a wide evidence base and lessons learned from other programs.⁵⁹

⁵⁶ PSLRP (2019) ‘PSLR Precinct training participants data’, Abt PNG, 22 January.

⁵⁷ PLGP (2016a) ‘2016 update of design brief and implementation’, Pacific Leadership and Governance Precinct, January.

⁵⁸ A.M. Golla, A. Malhotra, P. Nanda, and R. Mehra (2011) *Understanding and measuring women’s economic empowerment: Definition, framework and indicators*, ICRW, Washington DC.

⁵⁹ Developmental Leadership Program, (2014) ‘Global Report on Gender Equality in Public Administration’; A. McLeod (2015) ‘Women’s leadership in the Pacific’, Developmental Leadership Program.

A gender and socially inclusive context analysis is needed, both for the Precinct as a whole and for most of its training packages (with the exception of the two courses mentioned above). Appropriate MEL strategies based on this analysis would ensure that activities are achieving their intended outputs and outcomes and can be adjusted as needed, while making sure that this work is ‘doing no harm’. This would demonstrate genuine commitment to GESI, consistently integrated through all elements of programming, budgeting and monitoring and evaluation, rather than ‘compliance’ monitoring at reporting time through Aid Quality Checks. At present, the Precinct program and DPM do not generate enough data to ascertain how GESI training is influencing the public service and contributing to a change in practices.

Incomplete implementation of the National GESI Policy: despite a comprehensive GESI Policy, its implementation is incomplete, both at the national and sub-national levels. GESI Helpdesks only function in a handful of departments and provincial offices (the numbers are unreported by DPM). Reporting mechanisms are also insufficient: the accompanying GESI MEL plan has not been implemented, and the planned GESI database is inactive. Staff key performance indicators are only now being discussed. Data on the impact of the recruitment elements of the policy are therefore not available. Yet, concrete progress is required to achieve the Precinct goal of a new generation of both women and men leaders; the long-term outcome of ‘increased in number of women represented in leadership and decision making roles of the PNG public service’; and the 2016 Update commitments to equality of opportunity for female academics and staff.

Box 5: Precinct lessons learned 2 – gender empowerment requires more than parity and awareness-raising in program activities

Despite an ambitious government-owned GESI Policy, Precinct implementation is not focusing on some of its commitments towards more women in senior decision making positions in the public service or academia. Equal access to training activities provides advancement and awareness-raising. Empowerment, however, requires both ‘advancement’ of skills for individuals, along with interventions that will ‘transform’ the PNG public service workplace culture.

Opportunities

GESI commitment: the Strategic Review team was impressed by the high level of commitment to gender equity and social inclusion in leadership and decision making demonstrated by public service learners who participated in Precinct training activities. Interviews also indicated an improvement over the past year in senior Abt PNG staff and AHC senior staff commitment to gender and social inclusion. It is highly likely that one of the barriers to effective GESI Policy implementation is the lack of awareness of GESI principles by male senior managers and human resources managers within all departments at the national and sub-national levels. Though not part of the Precinct program, AHC should support the scaling up of ‘Male Advocates’ training to capitalise on this and transform public service workplaces. A mapping of the GESI content of all Precinct courses would also help improve mainstreaming.

Commitment to ethical values-based leadership over *wantok*: equally impressive, and somewhat surprising, was the commitment to a unified identity for the benefit of all PNG people. *Wantok* can lead to ethnicity-based selection and favouritism through the social pressure to give priority to members of your own ethnic group.⁶⁰ Though we discussed the problems and benefits of regionalism and the *wantok* system, overwhelmingly, informants wanted to go beyond *wantok* to ensure merit-based, ethical leadership derived from unifying Christian values. A unified national identity that rejects the privileging of ethnicity is a great enabler of diverse social roles for those normally marginalised from leadership. It modifies the social pressure those choosing to assume new social roles may experience from their own family and community.

GESI Policy process evaluation: embedded in the GESI Policy is the need for a mid-term evaluation of the implementation process. Our review identified high-level political will and grassroots support for a workshop

⁶⁰ D.R. Shaw (1974) ‘The *wantok* system’, *Catalyst* 1(1), pp. 1–11; P.A. Tanda (2011) ‘An analytical evaluation of the effects of the Wantok System in the South Sea Evangelical Church of Papua New Guinea’, *Melanesian Journal of Theology*, 27(1), pp. 6–39.

with stakeholders from national, provincial, and district levels engaged in the implementation of the policy. This would provide the perfect opportunity for gathering lessons learned on successes and challenges to implementation; performing a context analysis of implementation barriers and enablers; and coming up with strategies for improving the GESI Policy and its Toolkit. A similar process for the LCF would be valuable to achieve genuine inclusion in that document and more closely align these two core DPM policies.

GESI recommendations

■ **R11** (to DPM with DFAT/AHC support): organise a workshop on GESI Policy implementation to review progress (by December 2018) and adjust strategies within the Precinct (by June 2019). Stakeholders may include all DPM and provincial staff engaged in National GESI Policy Implementation, civil society organisations, male and female political leaders, and any other participants DPM deem appropriate.

■ **R12** (to DPM, DHERST, and other PNG government departments): strengthen the LCF to be more inclusive in its language through a PNG Government-led process (by June 2019).

■ **R13** (to JSC and DFAT/AHC): strengthen the Precinct design through the conduct of a whole-of-Precinct gender and socially inclusive context analysis with all stakeholders to reveal the barriers and enablers of genuine transformative change within the national public service, as well as the provincial and district levels, including inclusion of persons with disability and based on ethnicity. Use it to update the overall Precinct strategy, outcomes, outputs, and activities, realigning budgeting and MEL for GESI (by June 2019).

3. Precinct level

This chapter analyses the Precinct at a program level (rather than at a component level). It is structured around the program-wide questions set out in the review's Terms of Reference, particularly effectiveness and relevance. The review team also identified important issues related to efficiency and sustainability which were not explicitly included in the Terms of Reference, but which are fundamental to strengthening the Precinct.

3.1 Strategic management

Key Review Questions

- Recognising that the approach for the Precinct has been a 'rolling' design resulting in the MEL system (i.e. the Performance Assessment Framework; theory of change; outcome statements; assumptions; data collection methods; and approach to inquiry) evolving as the partnership developed, how can the system be strengthened moving forward?
- Is the Precinct effectively aligned with other relevant PNG and Australian investments? Are there opportunities for further alignment with Australian investments?

'Rolling' design: the Precinct design anticipated that the program would need to be updated frequently, to adjust to changes in the context or to respond to new knowledge. It includes flexibility and opportunism as two key principles.⁶¹ Activity plans and budgets are approved on an annual basis. However, in practice, the review team has found that the Precinct has not been as flexible as it could have been in terms of regularly updating its strategy and MEL system. At the time of the review mission, the last fully approved updated design was more than two and a half years ago (January 2016). There was no recently approved integrated MEL framework beyond the separate SBPP and PILAG results frameworks.⁶² However, at this mid-point in the program, it is essential for the Precinct Board and JSC to review the Precinct goal and strategy as we explain below.

Clarity of objectives: through our interviews, we found that the Precinct meant different things to its wide range of stakeholders. It is seen as a physical space for learning; as a symbol of the PNG–Australia partnership; and as a commitment to building leadership skills in the public sector or (more broadly) across PNG's public, private, and civil society sectors. Ethical leadership is understood to mean either anti-corruption initiatives (e.g. which could include the introduction of e-government or other public service reforms) or general management competencies (e.g. public financial management). The program is in practice targeting gender equity rather than a broader empowerment and social inclusion agenda.

The Precinct partners urgently need to review, test, and clarify its main overarching goal and amend it if needed, to ensure that they are implementing the right strategy to achieve it. At present its goal includes both means (training a new generation of leaders) and results (service delivery). We recommend that the Precinct refocus on an ultimate goal which will benefit the PNG population, such as the last part of the current goal: 'the delivery of equitable and inclusive government services to all citizens of the country'. Within this, it should target realistic changes in line with PNG Government priorities and the willingness to reform within parts of the public service. The Precinct can then devise the most appropriate evidence-based and coherent strategy towards this updated goal.

Theory of change and assumptions: the Precinct theory of change makes a number of assumptions which are not consistent with international evidence and practice, in particular that training is sufficient to achieve the program goal (see analysis in Section 2.3). In addition, the three separate strategies for change (long-term

61 PLGP (2016a) '2016 update of design brief and implementation', Pacific Leadership and Governance Precinct, January, p. 6.

62 Annex 6 in *Ibid.*

through SBPP; medium-term through PILAG; and complementarities through pathways) are not sufficient to achieve improved and inclusive service delivery. The gaps must be identified through a thorough inclusive contextual analysis to inform a strengthened theory of change.

An updated theory of change for the Precinct, based on over four years of experience, should be able to clarify what are the most relevant and realistic goals and outcomes in the current PNG context. It should draw on an inclusive contextual analysis based on consultations with PNG stakeholders, in government and beyond, on the program goal and level of ambition, so that the program is suited to its current environment. Qualitative evaluation through the proposed ‘strategy testing’ methodology should then be used at regular intervals to test if assumptions are holding and how the program could be readjusted as part of its ‘rolling’ or adaptive approach. The revised strategy should then translate into selection of partners, annual plans, budgets, and MEL system. This process of design strengthening could take up to June 2019 to be completed and approved by both governments for a stronger program to start in fiscal year 2019/20.

■ **R14** (to JSC and DFAT/AHC): undertake a process of Precinct ‘design strengthening’ to make sure the program is fit for purpose with a coherent strategy (completed by June 2019):

- update the Precinct strategy, starting with the ultimate Precinct goal (or an adaptation defined by the partners) of how to improve the ‘delivery of equitable and inclusive government services to all citizens of the country’, rather than with a focus on leadership training;
- undertake an updated inclusive context analysis and consultations with PNG stakeholders;
- on the basis of the above, update the program goal, outcomes, theory of change, and assumptions, drawing on lessons learned from this and similar programs; and
- approve an Updated Design and Implementation Brief.

Monitoring, Evaluation and Learning: the current Precinct MEL framework is incomplete and not fully funded. MEL activities operate at a ‘compliance’ level to track activities and output indicators (e.g. number of course participants). It does not track ‘early signs of practice change by the intended beneficiaries in their organisations’ which this review has been commissioned to assess. PSLR urgently needs to generate qualitative data that can help track behaviour change progress towards such program outcomes and identify opportunities for program improvements. Tracer studies of UPNG, PILAG, and UQ course participants will be particularly important.

Permanent learning and feedback loops within PNG organisations: the program would also benefit from feedback loops that permanently strengthen its design. It is not enough to have surveys; information needs to be processed to be useful. In the long run the aim would be for Precinct organisations themselves to understand if and how training programs affect individuals (SBPP students recruitment and career; public servants’ salaries, promotions, performance; tracking women and marginalised groups), and also how they benefit the organisations where they work. For example, the performance evaluation of public service participants should match or be incorporated as part of their Performance Appraisal Assessment required by law. Assessment of SBPP courses and students should be done by SBPP itself.

■ **R15** (to JSC and DFAT/AHC): approve the current MEL framework proposal and tracer studies to complement quantitative measurements (immediate). Use qualitative MEL information to adjust the program as part of the design strengthening and then over time, including through ‘strategy testing’ workshops with all stakeholders (by June 2019).

Precinct ways of working: the QTAG 2018 annual review provides an in-depth examination of the PNG Governance Partnership, including PSLR. It makes recommendations to improve management arrangements, which are not repeated here.⁶³

⁶³ QTAG (2018) ‘Annual review of PNG Governance Partnership’, QTAG.

The Precinct Strategic Review team interviewed PNG and Australian members of the Precinct JSC and Board, Abt PNG, and Australian implementation partners. Our assessment is that roles, responsibilities, and ways of working do not seem to be consistently agreed on or respected. In particular, improving trust and a clear division of labour among Australian partners of the Precinct will improve overall performance. For example, program under-spending or under-staffing, additional requests for activities, or delays in approving proposals have knock-on effects for program delivery.

■ **R16** (to AHC and Abt): implement QTAG recommendations to improve Precinct and PSLR management and delivery. In particular, improve understanding of roles, responsibilities, and ways of working across Precinct management and implementers (immediate).

Complementarities with Australian investments: the team has found potential synergies between the Precinct and other Australian programs that have not yet been harnessed. Day-to-day responsibilities for each of the teams means they are often working in silos, undermining the possible gains of working together. The review team analysed the current DFAT PNG programs and found significant interactions between some of them. Details are at Annex F.

■ **R17** (to AHC): prepare a plan and allocate responsibilities within AHC to improve Precinct collaboration with other Australian programs, in particular with: the Australian Awards Program and its PNG Australia Alumni Association; with the Decentralisation and Citizens Participation program; with the Institutional Partnership Program; and with AHC support for higher education (by December 2018).

3.2 Ownership

Key Review Questions

- To what extent has there been bureaucratic and political support for the Precinct within PNG?
- To what extent have achievements been effectively communicated to priority audiences?
- How can the Precinct support a whole-of-government approach to strengthening ethical leadership?
- To what extent is the governance structure fit for purpose? If not, what are the options for enhancing it?

Political support: the Precinct benefits from high-level political and senior bureaucratic support within the PNG and Australian governments. The PNG Minister of Public Service told the review team the Precinct was ‘a very important program for the government’ and would help public servants better manage government resources.

The DHERST Secretary considered that ‘the Precinct is one of the best Australian programs; both planning and execution were done in a short period of time’. The former DPM Secretary was a significant force behind the program. The PNG Government has shown its commitment through in-kind contributions, such as ensuring that salaries continue to be paid for public servants attending Precinct courses and authorising staff to move positions on return to apply their skills (including to the private sector, as this is seen as still benefiting the PNG workforce as a whole and influencing broader change in leadership quality). This strong PNG ownership inspires the Precinct third lesson learned (see box).

On the Australian side of the partnership, the former Foreign Minister was particularly committed to its success and instrumental in its design. The Australian High Commissioner follows the program closely and is a member of its Board. This political support is visible in terms of the enduring Australian financial and staff commitment to the program for more than four years, symbolised by the new UPNG and PILAG buildings.

Box 6: Precinct lessons learned 3 – program ownership is increased by supporting national priorities validated through consultations

The Precinct program is aligned with the long-term vision of the PNG Government. It uses two core government documents—the LCF and the GESI Policy—to frame its activities. They were the outcome of lengthy consultative policy processes across PNG, beyond the public sector, and therefore give the Precinct a deeper country ownership (rather than just government ownership). Precinct participants, whether through SBPP or PILAG, had a clear vision of what ethical leadership meant in a PNG context, highlighting the importance of collective (rather than individual) leadership and Christian values as a unifying factor.

Bilateral relations: the program is furthering public diplomacy objectives in terms of a strong PNG–Australia bilateral relationship. The Governance Partnership supports events and communication activities which publicise Precinct achievements through speeches, press articles, and its website. These contribute to Australian public diplomacy objectives. However, communication activities do not drive behaviour change towards the Precinct goal and outcomes through a ‘communications for development’ approach (though this ambition was set out in the 2016 Design Update). The Governance Partnership has established a new events team which will better support high-profile Precinct events. In addition, Australian organisations, such as ANU or APSC, have indicated a long-term commitment to their PNG counterparts which preceded and goes beyond this time-bound program.

Move from individual to whole-of-government ownership: the Precinct needs wide support for its ambitious program to be sustained. Like all major development projects, it needs strong institutional, political, and organisational foundations. While support from individual leaders is welcome and valued, individuals move on for many reasons. Ownership of the Precinct can be deepened to achieve a greater PNG whole-of-government relevance. For example, other government departments could be considered to join the JSC (such as the Department of National Planning and Monitoring) to ensure the Precinct is aligned with PNG Government policies and plans. The difference between Board and JSC membership could also be revised to better reflect protocol, so that senior level decision makers meet with their peers (e.g. the PNG Government Secretaries and UPNG Vice-Chancellor could sit alongside external members on the Board, but not on the JSC).

Relocating the Precinct Secretariat team from the Governance Partnership to DPM (as mentioned by several stakeholders) would be a positive move that would increase PNG Government ownership (e.g. over the agenda-setting for JSC meetings and monitoring of program activities).

Make better use of Board members: senior level Board members are very supportive of the program. They are exceptional individuals from PNG and Australia who have significant experience and insights. They have already identified many of the issues raised in this review. However, interviews showed they are not feeling fully utilised and expect more than ‘show and tell’ presentations. They want to shape the strategic direction and help address operational challenges. There are several options, such as longer and more frequent Board meetings; more interactions with the JSC (through joint meetings); or even a restructuring of the composition and roles between an executive board (strategic decisions) and the JSC (operational).

These suggestions to broaden ownership are also consistent with the evidence base on how externally-funded programs can support locally-led change through developmental coalitions, a number of which have been funded by DFAT in the Pacific (see Evidence Box 3).

Recommendations

■ **R18** (to the Board, DPM, DHERST, and DFAT/AHC): consider options to restructure the governance arrangements to deepen PNG ownership of the program (by June 2019), including:

- give the Board a strategic decision and oversight mandate and include JSC senior officials (e.g. Vice-Chancellor) alongside existing Board members;

- make the JSC a more operational body, reporting to the Board;
- relocate the Precinct Secretariat team from the Governance Partnership to DPM;
- include Department for National Planning and Monitoring and other PNG Government departments in Precinct governance arrangements, to help align with government priorities;
- ensure JSC meetings are fully led by the three co-chairs; and
- hold more frequent Board meetings and joint meetings between the Board and JSC.

Box 7: Evidence for the Precinct to consider 4 – programs that support locally-led Pacific coalitions

Programs that support developmental leadership need to successfully work with coalitions in a locally-led way. DFAT has supported a number of programs in the Pacific which have adopted this approach, and with which Precinct stakeholders could exchange experiences.

An external review of the **Governance for Growth (GfG) Vanuatu program** identified some particularly successful characteristics. It fostered close working partnerships between the GfG team and their counterparts in Vanuatu, including through co-location. It relied on counterparts to identify reform priorities and the right approach to addressing them, but also had flexible resources waiting for a reform opportunity to open. The team developed solutions incrementally, starting with a concept and building on that with the help of its networks. The initial budget had unprogrammed components in the knowledge that it was difficult to predict which reforms will be implemented and when. Recognising that institutional reforms take time to implement, GfG was set up for an initial period of 10 years, and continued into the next phase.

The 2017 independent evaluation of the third phase of the **Pacific Leadership Initiative** found that it had provided space for experimentation, learning, and innovation around how Australia can support developmental leadership and coalitions for change in the Pacific. It had been most effective in supporting collective action led by Pacific Island leaders and coalitions (particularly at the national and sub-national levels) in pursuit of policy and institutional changes and reforms. A 2016 study examined how it worked well with locally-led coalitions, including:

- program staff strategically using their local knowledge to identify potential partners and inform ways of working. Sometimes they played a more proactive role in convening coalitions;
- strategic use of local knowledge allowing the program to work on difficult issues by broaching them first through less sensitive areas of engagement;
- staff working formally and informally behind the scenes, keeping a low profile and allowing local actors to lead reforms. This was important in ensuring reforms were genuinely (and seen to be) locally-led;
- this was facilitated by the program's light footprint in-country, with just a country representative, as well as by the space it provided to convene local stakeholders to develop locally feasible ideas.

Sources

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S. Hadley and H. Tilley (2017) 'Governance for growth in Vanuatu: Review of a decade of thinking and working politically', Overseas Development Institute.

Z. Mander-Jones, B. Heather-Latu, and M. Collins (2017) 'Independent evaluation of the Pacific leadership program (Phase 3): final report', Strategic Development Associates.

3.3 Prioritisation and value for money

Key Review Questions

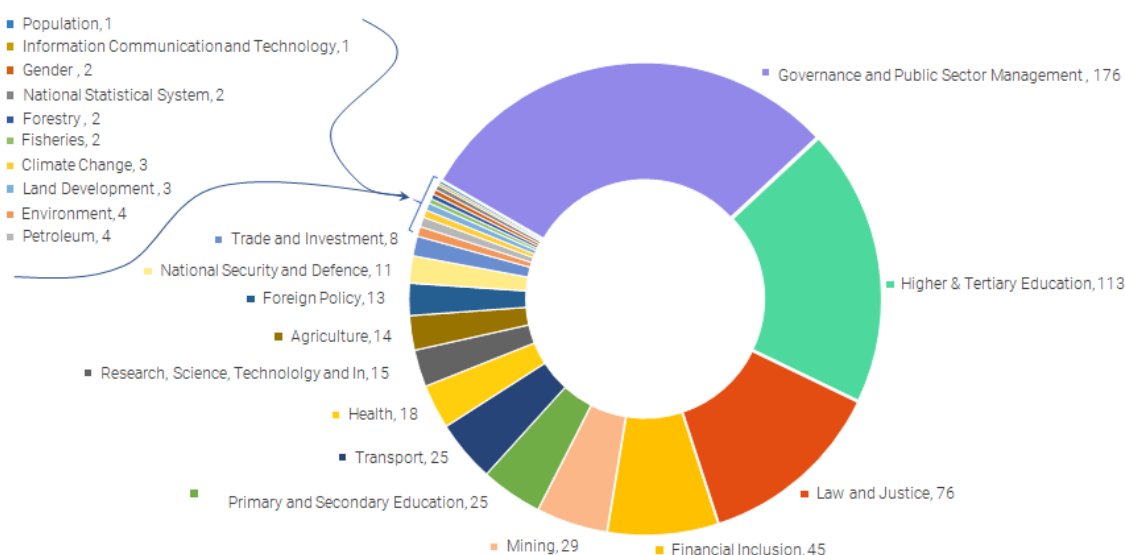
- To what extent has the Precinct supported the PNG Government's decentralisation agenda?
- To what extent has the Precinct targeted certain sectors? What are the opportunities for focusing on improved service delivery and economic growth?

Prioritisation: because it has a broad goal (to create a cohort of new leaders in general), the Precinct does not appear to have an explicit policy to prioritise the beneficiaries of the program by sector or entity. In particular, training opportunities are meant to be open to everyone in the public service.

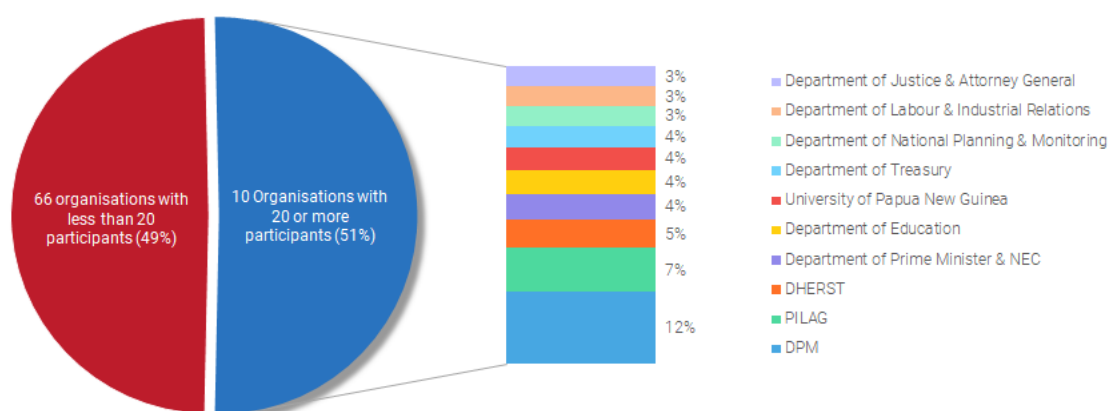
Despite this intention, the data reflect that of the 76 national-level organisations that received Precinct trainings, 51% of participants came from 10 organisations with 20 or more participants each. Of those 10 organisations, DPM, PILAG, and DHERST are the three biggest beneficiaries of the program with 24% participants at the national level (see Figure 9).⁶⁴ Five subsectors concentrate nearly three-quarters (74%) of the participants at the national level: Governance and Public Sector Management; Higher and Tertiary Education; Law and Justice; Financial Inclusion; and Mining (see Figure 10).

Precinct partners should assess whether this prioritisation of resources is in line with the PNG Government priority sectors. The Precinct program is ambitious, but resources are limited compared to its needs. To put things in perspective, the number of public servants trained is less than 1% of the total number of national-level public servants.

Figure 9: Number of participants per subsector benefiting from the Precinct



⁶⁴ The explanation provided is that staff from these organisations were able to be released at short notice when nominees from other departments did not take up their training spots. The review highlights this finding so the JSC can reflect on this distribution and what to do to avoid nominated staff from not being released.

Figure 10: Percentage of national organisations according to the number of participants

A clear prioritisation strategy agreed with the PNG Government could help boost the impact of the program instead of diluting its positive effects. This should consider prioritising:

- sectors consistent with the Medium-Term Development Plan and the PNG Vision 2050 (specific service delivery sectors, such as health or education, or economic development objectives); and
- beyond the public sector, specific policy areas that are of national priority and that target resources where coalitions exist (or can be facilitated) across public sector, private sector and civil society, and can benefit from external support to have a more likely prospect of contributing to change.

Prioritisation for public servant courses in addition should:

- prioritise agencies and departments most relevant for the selected sectors;
- prioritise agencies and departments (and teams within them) demonstrating existing commitments to reform or improving delivery;
- define criteria to select local level government, districts or provinces consistent with the decentralisation agenda, which is a PNG Government priority;
- target groups, not just individuals, to facilitate peer learning and implementation;
- improve the current government selection process, making sure courses are targeted at the right level depending on training needs analysis relevant for a particular role; and
- increase awareness of the program across government (e.g. invitations sent by DPM are often received with insufficient notice, which prevents planning).

■ **R19** (to DPM and JSC): agree on strengthened prioritisation criteria, aligned with the Precinct updated strategy and PNG Government priorities, to inform the Precinct selection of sectors and policy areas across the Precinct and participants from the public sector, private sector, and civil society in Precinct training activities (by June 2019).

Value for money: the Precinct is a significant long-term financial investment. Efficiency has improved as the program has become established, for example through its high-standard JSC/Board meetings. However, our assessment is that there are opportunities to improve its value for money. The review team undertook a preliminary assessment with the available financial data which pointed to large variations between the cost of delivering different types of Precinct courses through the different PNG and Australian organisations collaborating on the program. A fuller value for money analysis would need to assess not just the cost but also the quality and longer-term benefits of different courses on participating individuals and organisations, as well as the cost and benefits of non-training alternatives to meet the objectives.

- The research could test whether short courses or events specifically tailored for specific audiences (e.g. private sector, extractives, churches) are likely to be more expensive to organise (as they are *ad hoc* and do not benefit from economies of scale) and also less beneficial, without being part of a wider set of activities that can reinforce learning and networking to achieve a specific objective.
- Similarly, the research could assess whether some of the skills covered by the short courses (such as writing for government) could be better supported on the job through line managers with appropriate skills and mentoring capacity.
- In terms of PILAG delivery, the research could undertake a cost–benefit analysis of bringing public servants to Port Moresby for training versus training in the regional centres in partnership with higher education institutions. It could also assess whether the current mechanism (bringing people to the four regional training centres) is the best value for money, or whether there are other alternatives. For example, on-the-job training or training of trainers within different organisations might be both cheaper and more effective. Finally, it could compare the costs and value of PILAG courses versus other training providers used by PNG Government departments (e.g. by the Department of Finance).

■ **R20** (to JSC and DFAT/AHC): undertake research to understand the costs and benefits associated with the different options of achieving learning outcomes (e.g. unit cost per course/week/person), including location (Port Moresby or provinces) and by provider (PNG or Australian), as part of the Precinct design-strengthening process (by June 2019).

3.4 Sustainability

Redirecting the Precinct towards sustainability: the start-up phase of the program has focused on delivering visible results (e.g. buildings; getting courses quickly off the ground) while the wider program beds down. As a result, long-term sustainability has not had the focus it could have. Our recommendation for an updated Precinct strategy includes a redirection of resources away from capacity substitution (for example ANU in SBPP) towards greater capacity development; a refocus on what is required to achieve a more capable public service without relying only on training; and a proper integration of GESI across all the Precinct to promote inclusive social change.

Box 8: Precinct lessons learned 4 – sustainable programs require attention to capacity development from the start

PNG partner organisations, PILAG and SBPP, had weak training and institutional capacity when the program started. The Precinct prioritised the delivery of courses to benefit current and emerging leaders quickly, which meant some Australian providers substituted for PNG capacity. Those that co-delivered activities with PNG organisations were more likely to build the local capacity to deliver courses in the future. Sustainable PNG capacity development also requires management commitment and the allocation of sufficient resources on the part of PNG counterparts to invest in their own institutional strengthening rather than relying on Australian expertise.

SBPP and PILAG long-term capacity: the review has noted the limited achievements in terms of building more capable SBPP and PILAG in Chapter 2. These organisations have underlying issues that were identified in the original design, and which require a long-term approach. PNG IPA had historic poor management practices and struggled to deliver its mandate when the Precinct started. SBPP was effectively established with a new set of courses and lecturers through the program. They both have very different mandates, students, funding, structures, cultures, leadership and management styles. They both operate in a wider environment, which affects what they can achieve (e.g. constrained by government funding).

Combining these two different organisations into one program was a challenge also identified in the design. Going forward, following agreement on an updated goal, the design-strengthening process may conclude that it no longer makes sense to maintain them in a single program. SBPP could remain within the AHC Higher Education portfolio (aligned with efforts to support UPNG and other higher education institutions). PILAG

could move to the AHC Governance portfolio (focusing on how to improve public sector performance rather than education *per se*). AHC could continue to support pathways between SBPP and PILAG.

■ **R21** (to DPM, DHERST and DFAT/AHC): as part of the design strengthening process, be open to testing whether separating the SBPP and PILAG projects is a more workable option (by June 2019).

Broaden partnerships: the program is focused on two core PNG organisations (SBPP and PILAG). However, in many interviews, stakeholders noted that other PNG, Australian, and international organisations are also relevant to achieve the program goal. If the focus is on strengthening public sector performance, PNG could learn from its peers across the Commonwealth or other developing countries. If the Precinct objective is leadership understood in a broad term through educational opportunities, a range of PNG academic, private sector, or civil society organisations also contribute to leadership development. The Precinct has not engaged significantly to date with the PNG private sector or churches (which only represented 9% of course participants to May 2018) and needs to consider where it would be appropriate to do so.

■ **R22** (to JSC and DFAT/AHC): consider using a wider range of PNG, Australian, or international partners to deliver the updated Precinct strategy, as other organisations may offer better value for money or unique skills which would better support sustainability (by June 2019).

4. Main findings

Impact: to what extent is investment in the Precinct contributing to the desired outcomes of effective and ethical leadership?

Effectiveness: the progress of the Precinct against the ‘rolling’ design towards its intermediate outcomes, and analysis of early signs of practice change by the intended beneficiaries in their organisations.

Opportunities for program improvement: to provide stakeholders with insight and recommendations, based on evidence from PNG and international experience and best practice into:

- the possible adjustment/reshaping of the Precinct and its activities to enhance development outcomes;
- the potential for new complementary initiatives, further contributing to the development of capacity in ethical leadership, management, administration, and governance in the PNG public service; and
- opportunities to strengthen Precinct capacity development with specific PNG public sector reform priorities and initiatives.

4.1 Main findings

Summary of achievements

Our analysis of the program components has identified:

- Precinct vocational courses and academic courses at SBPP have benefited 1,657 (751 female and 906 male) participants, who appear motivated to use their newly-acquired skills;⁶⁵
- an appropriate and valued expansion of activities to provinces and districts;
- the integration of the LCF and GESI Policy in most courses, helping the PNG Government increase awareness across the public service and beyond;
- a commitment to parity between women and men participants in Precinct courses, combined with a Male Advocate Network;
- high-quality support from Australian organisations which use good practice in adult learning methodologies;
- three high-standard buildings completed at PILAG and UPNG; the SBPP building and a pathway between UPNG and PILAG were on track to be completed by November 2018;
- support for the PNG IPA to PILAG transformation through a new Act; and
- public policy events have involved at least 3,878 persons (e.g. PNG Update or APEC series), public dialogue around gender (e.g. on gender-based violence) and integrated some home-grown PNG leadership groups (e.g. The Voice Inc.).

Is the Precinct on track?

The main question for this Strategic Review to answer is: ‘To what extent is investment in the Precinct contributing to the desired outcomes of effective and ethical leadership?’

⁶⁵ PSLRP (2019) ‘PSLR Precinct training participants data’, Abt PNG, 22 January.

In the absence of a recently updated and approved Design Brief or Monitoring Framework, the review team has assessed progress against the outcome and output statements found in the 2016 Update (see Annex D). The current Precinct MEL system is not set up to capture systematic behaviour change evidence (of more effective and ethical leadership) after Precinct courses or infrastructure have been completed.

Our analysis concludes that the program is delivering a number of concrete outputs (e.g. training courses and buildings). The SBPP component shows good progress towards two short-term outcomes (two to five years): (i) an improved quality of teaching, contributing to better quality student learning, and (ii) the increased capacity of students to apply problem-solving and critical thinking skills in economics and public policy. These contribute to the SBPP medium-term outcome (five to seven years) of ‘improved quality of delivery of SBPP teaching, research, and public outreach in partnership with ANU’.

However, the Precinct is at an early stage in progressing its other medium-term outcomes (especially its institutional development objectives for PILAG and SBPP), as well as an empowerment and inclusion agenda. This is to be expected to some degree, as institutional and social change is highly complex and takes place over a long period of time. However, it also requires an evidence-based strategy, sufficient strategic engagement and program support towards achieving it. Further work is needed to gain a deep commitment from the all partners to implement the needed institutional transformations within SBPP and PILAG, and transformational gender and social inclusion objectives. The overall Precinct design itself was not fully consistent with international evidence and practice, hence the review team’s recommendation for an update.

4.2 Opportunities for program improvement

The Precinct is now at its mid-term point. Its initial years have focused on delivering concrete activities involving a wide range of individuals that could be reported on to stakeholders. However, through this approach, it has not yet made significant progress towards its medium-term outcomes (to be achieved within five to seven years). The review team attributes this to a focus on training and infrastructure. Looking ahead, through a different approach to capacity development of the public service and inclusive approaches, the Precinct would more effectively contribute to achieving the ultimate goal of ‘equitable and inclusive government services to all citizens of the country’.

The review has made a number of recommendations. Some are short-term adjustments that can be implemented within the current workplan. However, the most fundamental recommendations concern the urgent need for a design-strengthening process, building on achievements to date—to support the greater strategic coherence, ownership, value for money, and sustainability of the program. The table below summarises these two sets of recommendations.

Table 4: Summary of the review recommendations (repeated from Executive Summary)

	Short-term (2-3 months) *	By June 2019
Strategy and management	R11 Organise a GESI Policy implementation workshop to review progress R15 Approve the current MEL framework proposal and ‘tracer studies’ R16 Implement Quality and Technical Assurance Group (QTAG) recommendations to improve Precinct and Public Sector Leadership and Reform (PSLR) management and delivery	R14 Undertake a process of Precinct ‘design strengthening’ to make sure the program is fit for purpose, with a coherent strategy R13 Strengthen the Precinct design by conducting a whole-of-Precinct gender- and socially inclusive context analysis
Efficiency and value for money	R17 Prepare a plan and allocate responsibilities within the Australian High Commission (AHC) to improve the	R18 Agree strengthened prioritisation criteria, aligned with the Precinct updated strategy and PNG Government priorities

	Short-term (2-3 months) *	By June 2019
	Precinct's collaboration with other Australian programs	R19 Undertake a cost-benefit analysis of Precinct courses and providers
Ownership and sustainability		<p>R12 Strengthen the LCF to be more inclusive in its language, through a PNG Government-led process</p> <p>R18 Consider options to restructure the governance arrangements to improve PNG ownership of the program</p> <p>R21 As part of the design strengthening process, be open to testing whether separating the SBPP and PILAG projects is a more workable option</p> <p>R22 Consider using a wider range of PNG, Australian, or international partners to deliver the updated Precinct strategy</p>
SBPP	R2 Launch and implement the SBPP strategic plan with UPNG support	<p>R1 Update the SBPP Precinct strategy to move from capacity substitution towards greater capacity development</p> <p>R3 Ensure the new SBPP courses are aligned with university-wide program specification documents</p> <p>R4 Update the GESI strategy for SBPP</p>
PILAG		<p>R5 Put in place the leadership, staff, and systems required to implement the PILAG Act</p> <p>R6 Update the Precinct PILAG strategy for PILAG to strengthen its training capacity</p> <p>R7 Update the GESI strategy for PILAG and Precinct vocational courses</p>
Pathways	R8 Fund support for course participants when they return to their work places (e.g. involve managers; planned alumni networks, coaching and mentoring schemes)	<p>R9 Revisit the Precinct's overall theory of change so it is better aligned with the academic evidence and lessons learned about the value of training and how to build sustainable public service capacity</p> <p>R10 Use political economy analyses to identify coalitions or targeted reform initiatives</p>

Annex A Precinct evaluation key informants

Title	Name	Position	Organisation
Hon.	Elias Kapavore	Minister for Public Service	GoPNG
HE	John Kali	PNG High Commissioner to Australia (former DPM Secretary)	GoPNG
Ms	Taies Sansan	JSC <i>ex officio</i> member, Acting Secretary	DPM
Prof. Fr	Jan Czuba	JSC <i>ex officio</i> member, Acting Secretary	DHERST
Mr	Koney Samuel	Acting Secretary	Department of National Planning and Monitoring
Dr	Nama Polum	Deputy Secretary, Strategy and Corporate Services	Department of Treasury
Mr	Frank Aisi	Deputy Secretary	PM and NEC
Ms	Marita Kouga	Deputy Secretary	DPM
Mr	Andrew Angobe	First Assistant Secretary, Corporate Services	Department of Education
Ms	Molna Andrew	Director for Audit	Auditor General's Office
Mr	Robert Pelis	Senior Policy Analyst	Department of Education
Ms	Claribel Waide	Strategic Gender Officer	Department of Education
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Mr	Francis Irere	Data and Statistics Officer, Crime Prevention and Restorative Justice Branch	Department of Justice and Attorney General
Ms	Freda Talao Komolong	Acting Senior Planning Officer	Department of Justice and Attorney General
Mr	John Karani	Executive Manager	DHERST
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Ms	Merilyn Genora	Acting Board Secretary	National Roads Authority
Ms	Florence Bana	Coordinator, Technical and Vocational Education and Training	National Training Council
Ms	Phyllis Toak	Executive Secretary	National Training Council
Mr	John Maigu	Director General	PM and NEC
Mr	Cletus Ngaffkin	Director, Development Partner Compliance and Coordination	PM and NEC
Mr	Stanley Arua	Coordinator, Compliance Policy Division	PM and NEC
Ms	Judith Stenis	Acting Secretary	APSC Secretariat
Ms	Miriam Kove	Director, Corporate Services	Public Solicitors Office
Ms	Geraldine Wambo	GESI Officer	East New Britain Provincial Administration
Ms	Grace Yap	Nursing In-Service Coordinator, Nonga Base General Hospital	East New Britain Provincial Administration
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Mr	Peter Sapsi	Acting Deputy Director	PILAG
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Dame	Meg Taylor	Honorary member, Precinct Board	Precinct Board
Mr	Tony Shepherd	Honorary member, Precinct Board	Precinct Board
HE	Bruce Davis	Australian High Commissioner to PNG	AHC Port Moresby
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Mr	Benedict David	Minister, Counsellor (Economics and Security)	AHC Port Moresby
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Annex C Strategic Review methodology

The Strategic Review was initially designed to be an independent evaluation. However, the approach was changed in agreement with the Australian DFAT, as the short timeframe would not meet the more rigorous standards of evaluations according to Organisation for Economic Co-operation and Development's Development Assistance Committee criteria. The table below provides the main review questions, which are also included in boxed text in the review.

The strengths of the approach, which underpin the quality of the evidence, include the following.

- It was based on a wide range of interviews (120 persons) with women and men from different stakeholder groups: Precinct management and oversight (lead PNG Government departments, AHC, JSC, Board); program implementers (Abt PNG, ANU, UQ, APSC/CIT); organisational beneficiaries (UPNG, UPNG SBPP, PILAG); and individual beneficiaries (course participants at national and local levels), as well as some independent observers (from PNG civil society and the private sector).
- The two-day visit to East New Britain Province helped contextualise findings and recommendations at provincial and district levels.
- Interviews were confidential and informants were asked if they wished to be quoted. Interviews followed the same semi-structured format with questions based on the 'strengths-based' approach required by the review's Terms of Reference. The team wrote up interview notes and held debrief meetings on a daily basis.
- Participatory approaches were used to draw out feedback and recommendations from Precinct course participants through facilitated workshops.
- The review team was able to share emerging findings on the last day of the mission with JSC members and AHC staff. Feedback was also received from AHC on the *Aide-Mémoire*.
- A DFAT PNG desk official joined the review team for most meetings and team debriefs. He was able to help the team contextualise findings from the Australian government perspective. The team also comprised a senior PNG academic selected by the PNG Government, who represented a PNG perspective.
- The review team overlapped with a QTAG team for the first week of the mission. This helped put the Precinct in the context of the PNG Governance Partnership and the findings of its first annual review.
- A short QTAG literature review provided the team with lessons learned and evidence.
- The QTAG internal peer review process provided an external challenge function.

The challenges faced by the review team included the following.

- The mission was finalised with little lead time, which meant that the schedule of meetings was still being developed as the team arrived in-country. The informants were suggested by the JSC or Managing Contractor and this created a potential bias, as more challenging or independent voices might have been excluded.
- The team was sent over 200 program documents during the course of the mission. There was insufficient time during or after the mission to review all these documents thoroughly. Team members were able to triangulate interview findings with the key documents they did review. In future, QTAG teams should receive a priority set of key documents at least two weeks before arriving in-country.
- The Precinct MEL system only generates data on the number and types of participants in Precinct activities (outputs). It does not generate qualitative data on behaviour change needed to assess progress against outcomes (in particular effective and ethical leadership). The 'rolling' approach to design requires more qualitative data generation to be effective and adaptive, not less. The MEL framework has, in effect,

not been implemented, as the team was asked to draw on the January 2016 design and MEL framework. The program is not effectively updating its approach and MEL framework.

#	Strategic Review questions
Impact	
1	Key: to what extent is investment in the Precinct contributing to the desired outcomes of effective and ethical leadership?
2	What are the key achievements for each pillar of the Precinct? Are these consistent with expectations at this stage in the investment? (Are we on track?)
2.a	Sub-question: to what extent have achievements been effectively communicated to priority audiences?
Effectiveness	
3	What are the strengths in the Precinct approaches? What are the lessons that can be applied to Precinct activities?
3.a	Sub-question: are there more general lessons for other future GoA investments in culturally competent higher education and ethical leadership?
3.b	Sub-question: are there relevant lessons from other international situations?
4	What are the challenges facing the Precinct approaches, and what strategies can be suggested to overcome these challenges?
5	What is working, and what are the challenges facing PILAG (identify the potential support needed) in establishing itself in the medium to longer term as a quality tertiary institution, having regard to the PNG National Qualifications Framework, the Higher and Technical Education Strategic Implementation Plan (2017–38), the road map to achieve the aims of the Higher and Technical Education Sector, and the Twelve Standards for Quality Assurance?
6	Are there opportunities to augment current Precinct activities to enhance the implementation of specific public sector reforms?
7	To what extent is the governance structure fit for purpose? If it is not, what are the options for enhancing it?
8	Recognising that the approach for the Precinct has been a rolling design, resulting in a MEL system (i.e. the Performance Assessment Framework; theory of change; outcome statements; assumptions; data collection methods; and the approach to inquiry) that has evolved as the partnership has developed, how can the system be strengthened moving forward?
Relevance	
9	To what extent has there been bureaucratic and political support for the Precinct within PNG?
9.a	Sub-question: how can the Precinct support a whole-of-government approach to strengthening ethical leadership?
9.b	Sub-question: is the Precinct effectively aligned with other relevant PNG and Australian investments? Are there opportunities for further alignment with Australian investments?
GESI	

#	Strategic Review questions
10	Understanding that Australia's support for the PNG Government GESI Policy sits outside the Precinct, to what extent are appropriate gender equity and social inclusion considerations effectively integrated into Precinct planning and delivery?
Questions that may be additionally asked by the PNG Government	
11	To what extent has the Precinct supported the PNG Government's decentralisation agenda?
12	To what extent has the Precinct targeted certain sectors? What are the opportunities for focusing on improved service delivery and economic growth?
13	To what extent can the Precinct support unified nation-building—in other words, one public service for all people that will counter any 'ethnic grouping trends'?

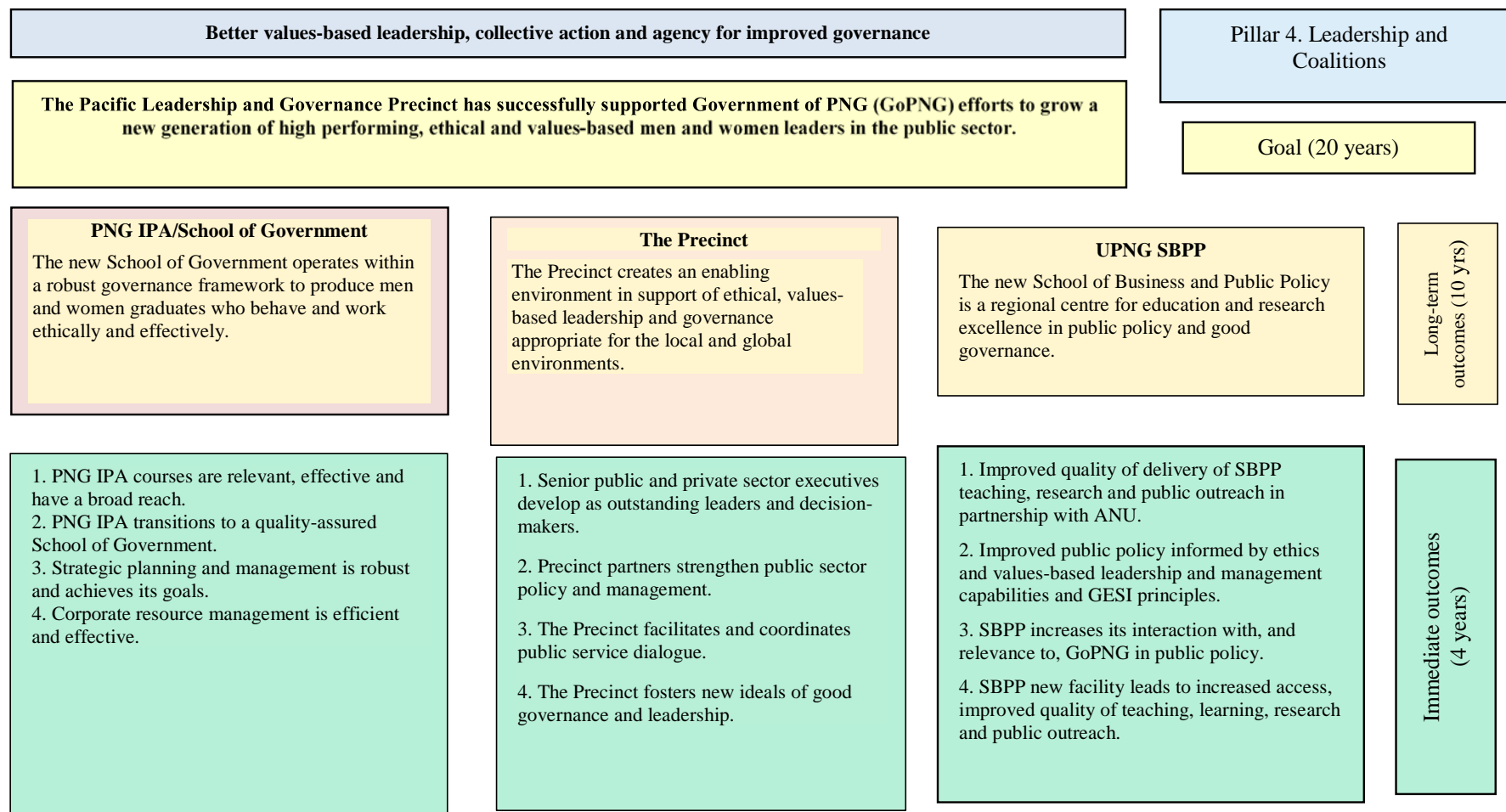
Annex D Precinct SBPP and PILAG progress assessment

This annex assesses progress against the two results frameworks developed for UPNG SBPP and PNG IPA/PILAG in the January 2016 update. The overall framework (including the goal and long-term outcomes) can be found at Figure 11.









The 2016 Update annex does not include the results framework for the Pathways/Precinct component. GESI has not been systematically mainstreamed in the medium-term and short-term outcome statements.

Green indicates that the review team has found good progress, and that the outcome area is on track. Orange means there has been some progress, but also a number of challenges. Red means the outcome area is off-track, or that no satisfactory evidence of progress has been provided to the review team.


Figure 11: Results framework for the Pacific Leadership and Governance Precinct (2016 Update annex)











UPNG SBPP












Medium-term outcomes (5–7 years)	Immediate outcomes (2 years)	
1. Improved quality of delivery of SBPP teaching, research and public outreach in partnership with ANU. 	1.1 Improved quality of teaching at SBPP contributes to better quality student learning.	
	1.2 Improved quality and quantity of research produced by SBPP.	
	1.3 Increased capacity of students to apply problem-solving and critical thinking skills in economics and public policy.	
	1.4 Increase in quality and quantity of public outreach undertaken by SBPP.	
2. Improved public policy informed by ethics and values-based leadership and management capabilities and GE principles. 	2.1 SBPP improves the mainstreaming of the Ethics and Values Based Leadership and Management Capabilities Framework (LCF) and National Public Service Gender Equity and Social Inclusion (GESI) Policy.	
	2.2 ELP improves the skills, knowledge and attitudes of public sector employees leading to behavioural changes consistent with LCF and GESI principles.	


Medium-term outcomes (5–7 years)	Immediate outcomes (2 years)	
	2.3 More female teachers and students participating in SBPP courses.	
3. SBPP increases its interaction with, and relevance to, the PNG Government in public policy. 	3.1 SBPP implements and reports on their Strategic Plan.	
	3.2 The SBPP reform process is open and inclusive.	
	3.3 SBPP Strategic Plan is aligned to and enhances the UPNG broader reform process.	
	3.4 Increased participation of women in SBPP leadership and decision-making groups.	
4. SBPP new facility leads to increased access, improved quality of teaching, learning and research. 	4.1 SBBP uses a collaborative approach to planning the facility.	
	4.2 Facility design is conducive to quality teaching, learning, research and public outreach.	

Medium-term outcomes (5–7 years)	Immediate outcomes (2 years)	
	4.3 SBPP secures sufficient budget for construction and recurring maintenance of the facility.	

PNG IPA/PILAG

Medium-term outcomes (5–7 years)	Immediate outcomes (2 years)	
1. PNG IPA courses are relevant, effective and have a broad reach. 	1.1 PNG IPA courses more effectively promote strong, ethical leadership, and competent, inclusive management.	
	1.2 Access to PNG IPA training services is expanded and includes more women, more people with disabilities and more sub-national participants.	
	1.3 Teaching and design staff quality is enhanced through training, certification in adult teaching methods and job attachments.	
	1.4 Opportunities for student learning beyond the classroom are broadened and ensure equitable access and benefit.	
2. PNG IPA transitions to a quality-assured School of Government. 	2.1 PNG IPA achieves legal recognition as the School of Government, and models inclusive leadership.	
	2.2 PNG IPA TVET programs are validated through accreditation and articulation with other educational institutions.	

Medium-term outcomes (5–7 years)	Immediate outcomes (2 years)	
	2.3 Quality management within PNG IPA is strengthened through a DHESRT self-assessment and annual KAP surveys of gender equality and social inclusion.	
	2.4 Relevance and external validity of courses supported through new systems for responding to government training priorities.	
3. Strategic planning and management is robust and achieves its goals. 	3.1 Strategic planning at PNG IPA is strengthened through development of a five-year and annual plans.	
	3.2 Implementation of the five-year strategic plan and the PNG IPA Corporate Plan are supported.	
	3.3 Profile and reach of PNG IPA strengthened through active partnerships.	
	3.4 GESI policy, action plan and targets developed and integrated into all PNG IPA operations.	
4. Corporate resource management is efficient and effective. 	4.1 Corporate policies and operating procedures promote good governance, gender equality and social inclusion.	
	4.2 Student services are enhanced to enrich student life, address gender and disability-related barriers, and promote learning.	
	4.3 Communication and information flows are upgraded externally and internally.	

Medium-term outcomes (5–7 years)	Immediate outcomes (2 years)	
	4.4 Human resource systems and staff development are strengthened.	

Annex E Gender equity and social inclusion

E.1 Introduction

The importance of gender and social inclusion as a policy imperative is evident across this aid investment. The Government of Australia (GoA) has its own *Gender Equality and Women's Empowerment Strategy*,⁶⁶ *Disability Action Strategy 2017–2020*,⁶⁷ and *Indigenous People's Strategy 2015–19*.⁶⁸ The PNG Government has the *National Public Service (GESI) Policy 2012*. For the Managing Contractor, Abt PNG, the second of four key results areas for the Governance Partnership is that 'Governance programs effectively address gender issues'.

E.2 Program logic

Gender and social inclusion are fundamental concepts in the design of the Precinct.⁶⁹ The January 2016 Design and Implementation Briefing Note states:

*'The Australian government and GoPNG, through their policies and practice, are each committed to gender equality and social inclusion. Principles of gender equality are embedded across Precinct initiatives, including striving for parity in men and women in course developers, presenters and participants, addressing significant barriers that exist through remoteness and through various forms of disability. The progression of female academics into leadership positions should be tracked and reported against. Participation of women in PD (courses, scholarships or awards) should be managed to ensure equality of opportunity for women academic and administrative staff. Gender based violence is also a key issue to address, part of a broader strategy to improve the work environment and reduce the risk some women face when seeking to achieve in their professional life.'*⁷⁰

The stated goal of the Precinct program is to support the efforts of the PNG Government 'to grow a new generation of ethical public service leaders, both women and men, with the capability and motivation to collaborate, lead and manage the delivery of equitable and inclusive government services to all citizens of the country',⁷¹ through the following expected long-term outcomes:

1. measurable and sustainable improvement in PNG's public service leadership and administrative capability at national, provincial, and district levels;
2. widespread prevalence of leadership and management practices that reflect the principles of ethical behaviour and values-based leadership and management;
3. an increased number of women represented in leadership and decision making roles of the PNG public service;

⁶⁶ Commonwealth of Australia DFAT (2016b) 'Gender equality and women's empowerment strategy 2016', February.

⁶⁷ Commonwealth of Australia DFAT (2016a) 'Disability action strategy 2017–2020', December.

⁶⁸ Commonwealth of Australia DFAT (2015) 'DFAT Indigenous peoples strategy 2015–2019, June 2015.

⁶⁹ PLGP (2016a). 2015 update of design brief and implementation', Pacific Leadership and Governance Precinct, January.

⁷⁰ *Ibid.*, p. vii.

⁷¹ *Ibid.*, p. 4.

4. an effective, inclusive, and collaborative platform for facilitating and coordinating public dialogue on leadership, ethical practices, inclusive management, and change management at national, provincial, and district levels;
5. a positive contribution made by Precinct partners and activities to lifting the quality of public policy debate, analysis, and advice that informs decision making on public policy matters; and
6. an expanded network of like-minded individuals and organisations from the public, private, and civil society sectors that actively and publicly support and advocate for ethical leadership and management in PNG.⁷²

Definitions, conceptualisation, and implementation processes for the gender and social inclusion and ethical leadership referred to in the design document are outlined in the two key PNG Government Policy documents: the *GESI Policy*⁷³ and the *LCF*,⁷⁴ both of which are the responsibility of DPM.

E.3 Achievements

Creating a dialogue around GESI: the Precinct has been successful in its aim of creating a dialogue about gender equity and social inclusion in hosting lectures and discussions: these include the visits of Dr Sharman Stone, Australian Ambassador for Women and Girls, and of Ms Rosie Batty, Australian of the Year 2015, as a campaigner for family violence prevention. Increased awareness has led to some action: Dr Michelle Rooney's presentation about gender-based violence (GBV) and sexual harassment at the PNG Update 2018 stimulated debate and led to a verbal commitment from the UPNG Vice-Chancellor (VC) to act on sexual harassment and GBV within UPNG during his Summation of the Update.

Male Advocates training: Abt PNG's engagement of the Fiji Women's Rights Movement Accredited 'Male Advocate' Trainer provides best practice training for Male Advocates on gender equality within the PNG public service. The course was offered in Central in 2015 until the strategy stalled. Access to the course was re-established in 2018 with Stage 1 (of 3) offered in Port Moresby to middle and senior managers from a range of departments, including the Department of Prime Minister and National Executive Council; the Department for Community Development and Religion; the Department of Labour and Industrial Relations, Immigration, and Citizenship Authority; DHERST; and the Department of Finance/Internal Revenue Commission (a ratio of 15 men to one woman). Stage 1 training was also offered at the sub-national level to mixed groups of provincial and district public servants ranging from senior executive, middle management, and some junior levels in Oro (20 men to three women) and West Sepik (13 men to two women). Training was also conducted twice in Western Highlands: to senior executive-level mixed provincial and district public servants (21 men to 11 women) and a mostly junior-level district group (14 men). These courses are universally highly valued by learners: post-workshop evaluations rank the 'relevance', 'delivery', 'new learning', and 'usability' of the courses consistently at the highest levels. Such training is crucial to creating an 'enabling environment' in the form of a gender 'transformed' workplace that ensures both men and women receiving other inclusion training can be supported to safely apply their new knowledge and skills for the benefit of the public service and the people of PNG at both national and sub-national levels.

Baseline data on GESI awareness in the Precinct: in addition, Abt PNG's baseline survey of students and staff within the Precinct on their awareness around GESI, GBV, sexual harassment, institutional policies, availability of services, and willingness to access services is a fine piece of work. It provides a comprehensive platform for monitoring changes to awareness and access across the Precinct program, particularly given the commitment of the UPNG VC.

⁷² *Ibid.*, p. 4.

⁷³ Government of Papua New Guinea (2013b) 'National Public Service gender equity & social inclusion (GESI) policy', Department of Personnel Management.

⁷⁴ Government of Papua New Guinea (2013a) 'National Public Service ethics and values based executive leadership and management capability framework', Department of Personnel Management and Public Sector Workforce Development Program.

Mapping GESI in Precinct Partnerships: the Abt PNG ‘GESI Stocktake’ is a benchmarking exercise which gives a detailed account of efforts and progress across the Abt PNG portfolio of PNG Governance Facility Partnerships, including the PSLR Partnership, which includes the Precinct and working with DPM on the implementation of the PNG GESI Policy at both national and sub-national levels. Abt PNG and AHC staff reported the stocktake stimulated greater interest and understanding of the core nature of GESI in PNG Governance Facility-wide programming, which they viewed as necessary.

E.4 Strengths

Parity in training: quotas, though often controversial, are the fastest way to ensure greater balance in access to training opportunities in ‘non-transformed’ workplaces. The Precinct’s quota for training women has maintained high levels of training for women within the public service. For example, in 2017, the ‘Precinct Leadership Program Short Courses’ were attended by 187 men and 162 women; and the ‘Future Leadership Program’ component of Precinct Leadership Program was attended by 37 women and 36 men.⁷⁵

GESI Policy embedded in all training: the mainstreaming of gender and inclusion in educational design has resulted in high levels of recognition and understanding of the PNG GESI Policy and Toolkit across all Precinct education providers, in particular courses for public servants. The Future Leaders Program is particularly strong. It conducts a half-day workshop specifically on GESI implementation which both national and sub-national public servants reported in interview they valued highly. UPNG SBPP students also cited high recognition levels of the GESI Policy in their courses, though naturally as undergraduates the purpose of their education is not the application of the GESI Policy. General gender mainstreaming in ANU-led SBPP education programs is less consistent and deserves further investigation.

Engagement with inclusive leadership: in addition, the ‘Inclusive Strategic Leadership’ short course focuses on three themes: strategic thinking, planning, and leading; government strategy and planning frameworks; and gender, inclusion, and participatory planning. The course is well attended and highly rated in imparting practical gender and inclusion processes by public service learners.

E.5 Challenges

Lack of understanding of the language of gender and social inclusion: this is a common issue in international development, where gender is referred to as a proxy term for women, with little understanding of the interaction and imbalance between roles for men and women. Rarely do PNG Government or GoA documents make any mention of gender beyond the binary to include people of diverse sexual orientation, gender identity and expression. There is common misunderstanding around the term ‘GESI’, where the ‘GE’ means either gender equality (an end goal) or gender equity (a process by which equality may be achieved, e.g. mainstreaming or quotas). Inclusion is often taken to mean consideration of women, women, and girls, or persons with a disability, to the detriment of people who are marginalised for other social differences such as age, ethnicity, religion, and so on. The National Public Service GESI Policy, being contextually grounded, refers to attention to ‘inclusion’ as a way to deal with *wantok*, an important issue in the PNG public service, which is dealt with only peripherally in the Precinct documentation.

Lack of understanding of the value of gender equality and social inclusion: this is also common in the development sector, with ‘GESI’ seen as an ‘add-on’ to be considered after the core business (in this case, strengthening governance) has been performed. This is unfortunate, as the core business of aid is to effect social development through improved policies, processes, and practices. To achieve that development, people have to change their behaviour and existing social roles. All people have a gender, with any number of other intersecting social roles and attributes dictating how they are allowed to behave in public. Sustainable change in social roles, as in gender transformation, occurs through the same processes as sustainable change in any

⁷⁵ Abt PNG (2018a) ‘Gender and inclusion stocktake report and annexes’, June.

other aspect of society. Hence, situating gender and inclusion at the core of any program that requires people to change is fundamental to achieving that change. The Australian DFAT has endorsed this perspective in the design of the Water for Women Fund, a AUD110 million investment in water, sanitation, and hygiene (WASH) which uses a context analysis of ‘inclusion’ of women and all people marginalised from leadership and decision making around WASH as the launching point for their WASH programs in the Indo-Pacific.⁷⁶

Lack of understanding that ‘advancement’ is not the same as ‘empowerment’: access to training and resources, and promotion to decision making positions for women and other marginalised people represents ‘advancement’, but without the accompanying transformation of the culture of the context (whether community, classroom, or workplace) that would achieve ‘empowerment’ for women and other marginalised groups. This would see them engaged in, and promoted to, leadership and higher decision making positions within the public service. Gender theory tells us that, for women and other marginalised people to sustainably and safely participate in non-traditional gender and social roles, two core elements are required: ‘advancement’, which involves access to knowledge, skills, training, finance, etc.; and ‘empowerment’, which involves the societal transformation towards acceptance of the right for those people to occupy non-traditional gender and social roles.⁷⁷ ‘Do No Harm’ research,⁷⁸ for example, has demonstrated that women’s economic advancement can place women at greater risk of violence without parallel transformational gender equality and empowerment training in context to ensure women can safely benefit from their advancement. The necessary resources and skills and the social power and authority to access and use those resources and skills are both required for empowerment in any social context.

Overuse of the term ‘transformation’: clearly, the education of women and marginalised people coupled with good policy is not sufficient to achieve transformative change in the community, classroom, or workplace.

In the context of the Precinct, achieving the goal ‘to grow a new generation of ethical public service leaders, both women and men, with the capability and motivation to collaborate, lead and manage the delivery of equitable and inclusive government services to all citizens of the country’ will also require the transformation of the culture of the public service workplace as a series of diverse national and provincial institutions, to ensure that women and other people traditionally marginalised from leadership and decision making roles can safely occupy and perform non-traditional roles in that context.

Currently in this design, few steps are in place that would result in genuine gender transformation, though the term ‘transformative change’ is often used in documentation. What is lacking is what was frequently mentioned in interview throughout this Strategic Review as ‘the missing middle’: a process to identify the barriers to enablers of genuine transformative change at the middle and senior management level; the need to discover what is necessary to create an enabling environment for the sustainable inclusion of women and other groups marginalised from decision making and leadership positions; and the need for activities that both promote the enablers and deconstruct the barriers to transformative change.

Lack of gender and socially inclusive context analysis: there appears to be very little in the way of analysis that adequately identifies the barriers to (and enablers of) greater participation of women and other people marginalised from leadership and decision making positions in either the design or in the Precinct’s educational package (with the exception of the courses mentioned in Section 2.4 Achievements). Such analysis with relevant stakeholders in context is the only way to ensure that all contextually relevant barriers to (and enablers of) genuine gender and socially inclusive change can be identified in each workplace. Such analysis facilitates contextually appropriate work planning, and budgeting based off those workplans, to ensure that workplaces can transform and those who have been trained can operationalise their new learning

⁷⁶ Commonwealth of Australia DFAT (2017c) ‘Investment design document: water for women fund’, Vols 1 and 2. Available at: <https://dfat.gov.au/about-us/business-opportunities/Pages/investment-design-document-water-for-women-fund.aspx>.

⁷⁷ A.M. Golla, A. Malhotra, P. Nanda, and R. Mehra (2011) *Understanding and measuring women’s economic empowerment: Definition, framework and indicators*, ICRW, Washington DC.

⁷⁸ R. Eves (2016) ‘The relationship between violence against women and women’s economic empowerment in Bougainville’, *In Brief 2016/17, State, Society and Governance in Melanesia*, ANU.

in their workplace. This type of analysis would therefore identify the contextually relevant factors for the ‘missing middle’.

Lack of strategic monitoring and evaluation: the contextual analyses mentioned above also indicate the most appropriate monitoring and evaluation strategies to ensure that activities conducted as a result of work planning are achieving their intended outputs and outcomes while ensuring, through evaluation activities, that this work is ‘doing no harm’. Contextually relevant qualitative and quantitative data are necessary to ensure this is the case. Focus on outputs, ‘quick wins’, and ‘low-hanging fruit’ for monitoring and compliance rather than effective and descriptive evaluation has taken the focus off the Precinct’s capacity to develop planning, programming, and learning that would be useful, not only as complex public diplomacy outputs, but as sustainable transformational programming ‘wins’.

Incomplete implementation of the National Public Service GESI Policy: despite a comprehensive GESI Policy, implementation of that policy, both at the national and sub-national level, is incomplete. GESI Helpdesks are only present and functioning in a handful of departments and provincial offices (numbers are unknown by DPM). Reporting mechanisms are also incomplete as the GESI MEL plan has not been implemented and the GESI database (GESI Dashboard) is not functional; thus, data on the success of recruitment elements of the policy, as well as gender budgeting data (at both national and provincial levels), is difficult to access. Key performance indicators on GESI for Managers are being discussed now. While implementation of this Policy sits outside this Precinct Strategic Review remit, a lack of success in implementation, when this Policy is so fundamental to the gender and social inclusion elements of this design, represents a significant barrier to the success of educational efforts for public servants returning to untransformed workplaces that may not support their implementation of their newly gained knowledge and skills.

Emphasis on compliance rather than commitment: although participants in the review indicated that improvement has been made over the past year regarding commitment to gender and social inclusion from senior staff at both Abt PNG and AHC, there remains the perception that commitment of both to GESI is more noticeable at reporting time, and around compliance monitoring through Aid Quality Checks, rather than consistently through all elements of programming, budgeting, and monitoring and evaluation. Clearly, commitment around mainstreaming is best demonstrated through leadership and resourcing at all stages of the Aid Program Management Cycle when it comes to gender and social inclusion.

E.6 Opportunities

Commitment to GESI in leadership and decision making: throughout this Strategic Review process, the team was impressed by the high level of commitment to GESI in leadership and decision making demonstrated by public service learners who participated in Precinct training activities. The same level of impressive commitment was demonstrated by public service senior executives.

Commitment to ethical values-based leadership over *wantok*: equally impressive, and somewhat surprising, was the commitment to a unified identity for the benefit of all PNG people. Though we discussed the problems and benefits of regionalism and *wantok*, overwhelmingly, informants wanted to step over *wantok*, ethnicity-based selection and favouritism to ensure that genuine merit, based on ethical leadership derived from unifying Christian values, prevails. A unified national identity that rejects the privileging of ethnicity is a great enabler of diverse social roles for those normally marginalised from leadership and decision making roles as it modifies the social pressure those choosing to assume new social roles may experience from their own family and community.

National Public Service GESI Policy process evaluation: embedded in the design of the PNG Government GESI Policy is the need for a mid-term evaluation of the implementation process. Given the patchy nature of implementation thus far, there is high-level political will and grassroots support to see a workshop that involves stakeholders from national, provincial and district levels engaged in the implementation of the policy. This would provide the perfect opportunity to gather information on lessons learned on successes and challenges to implementation; perform a context analysis of implementation barriers and enablers; and come

up with some strategies for improving the policy and its supporting Toolkit while also gathering some public diplomacy outputs.

Demand for Male Advocates training: in 2018, 100 people (83 men and 17 women) accessed Male Advocates training. Demand for this training should be exploited, and training scaled up to include provincial and district leaders and lengthened achieve greater understanding and commitment from those in leadership positions. It is highly likely that one of the barriers to effective GESI Policy implementation is the lack of awareness of GESI principles by male senior managers and human resources people within all departments and provincial and district governments. This training would help address the ‘missing middle’.

Demand for training from the provinces: all informants mentioned the high level of demand from the provinces, to attend both long and short courses in Central and in their home provinces. The cost of bringing one person to the National Capital District for training would allow for the training of 10 people, if the training were conducted in the provinces. The value for money to be gained in providing training in provinces rather than bringing all participants to Waigani is obvious.

E.7 Lessons learned—GESI

While positive elements of the integration of GESI values and principles have been observed through this review, the mainstreaming of GESI has not been consistently achieved in this design, implementation, or monitoring and evaluation. An apparent lack of coordinated understanding of gender and inclusion principles and processes was demonstrated in the inconsistent usage of GESI to signify women, gender, gender and disability, and inclusion in ethical and values-based leadership and decision making, or as a shorthand for the PNG Government document itself; this has led to a lack of focus on genuine inclusion. Coupled with a troubled design, implementation, and MEL process, and a resultant desire for ‘quick wins’, this has allowed the reporting of numbers of men and women trained to become a proxy for ‘GESI’ success.

Many informants have told us that training is not enough. Theory tells us that access to knowledge and skills represents ‘advancement’ for those individuals, but unless their community/workplace/department/educational environment is ‘transformed’ to enable them to apply their new knowledge and skills safely and without reprisal or further marginalisation, the investment will be ineffective and unsustainable and potentially do harm.

Transformation of the public service to a more inclusive workplace that delivers more inclusive service to the people of PNG is not possible without a more nuanced approach to the delivery of an enabling environment that could achieve that goal. This requires a Precinct design-strengthening process that begins with gender and socially inclusive context analysis with all stakeholders to establish the barriers to (and enablers of) transformative inclusive change by examining:

- individual-level knowledge and skills required by public servants, their managers, and senior executives (to inform further inclusive course design);
- environmental-level (community/workplace/department/educational) barriers to (and enablers of) transformative inclusive change. This creates the enabling environment for inclusive practice once public servants return to their workplace and for service clients in their communities, learners in their educational institutions, and senior executives and managers in their departments; and
- structural-level enablers (such as the PNG Government GESI Policy and Toolkit) and barriers such as culturally embedded exclusive structures like *wantok* and the lack of full implementation of the policy, its MEL framework, and its database due to a lack of both financial and human resources.

Additional commitment is required to implement a fully inclusive MEL framework. All of this is achievable within the timeframe indicated in the Precinct design given sufficient commitment.

Similarly, while the implementation of GESI Policy within DPM ‘sits outside’ the remit of the Precinct, its importance to enabling training to achieve the desired inclusive transformative change is high. A number of informants at national and sub-national stakeholder levels, including His Excellency John Kali, noted that the

scheduled implementation evaluation using a similar inclusive structural/environmental analysis framework would be valuable in identifying barriers to (and enablers of) full implementation of the GESI Policy at the national and sub-national level.

Lack of commitment to engage with the GESI mainstreaming process as a whole does not represent value for money.

E.8 Recommendations

- Strengthen the design through the conduct of a whole-of-Precinct gender equity and socially inclusive context analysis with all stakeholders to reveal the barriers to (and enablers of) genuine transformative change within the national public service. Check this against existing partnership activities and plan to implement other activities that, while crucial to success, may have been missed. Further, use this analysis to realign budgeting and MEL for GESI.
- Conduct the same gender equity and socially inclusive context analysis with all stakeholders at the district/Province level to reveal the barriers to (and enablers of) genuine transformative change within the public service in the district and provincial context. Derive realistic inclusive planning, programming, budgeting and MEL from this analysis. At the same time, execute the scheduled GESI Policy implementation evaluation via a full national and sub-national stakeholder workshop to document and share lessons learned, conduct a full analysis of implementation gaps, and devise an achievable strategy for more complete national and sub-national implementation.
- Through these processes, find a unified and acceptable language to talk about inclusion for all contextually relevant marginalised people while remaining focused on gender inclusion.
- Develop specific GESI Policy implementation, management, and MEL courses to be run through PILAG to remove the burden of GESI training from DPM. This will allow DPM to focus their scarce financial and human resources on implementing their GESI MEL framework and establish their GESI database, so that accurate reporting on GESI at the national and sub-national levels is available through the dashboard.
- Strengthen the *LCF* to be more inclusive in its language. It is often paired with the GESI Policy and, when seen side by side, the current language is dramatically gender- and inclusion-neutral, if not blind.
- Scale up Male Advocates training to all departments, District and Provincial governments for executives and human resources personnel to ensure that barriers to GESI Policy implementation are removed and men have the skills, knowledge, and language to operationalise transformation in their workplace. This is likely to be an outcome of the contextually grounded analysis.
- Strengthen focus on inclusion for disability. Disability inclusion is poorly managed by all stakeholders.
- Strengthen focus on inclusion based on ethnicity. This is the conduit for dealing with *wantok* in a culturally appropriate way.
- Fund planned coalitions/networks and mentoring to support women and men returning to their untransformed workplaces during this transition period.
- Provide comprehensive GESI training for all educators involved, with the delivery of Precinct courses to ensure that they also understand best practice on gender and social inclusion in their sector.
- Establish alumni networks for the Future Leaders Program, and support mentoring and coalitions as originally planned to ensure women and men returning to untransformed workplaces are supported.
- Conduct a mapping exercise of all GESI inputs in educational activities of Precinct courses with feedback to educators. The purpose of this exercise is to ensure a universal commitment to GESI. Educators have included the GESI Policy in their teaching; they now need to support training for gender and inclusion context analysis to ensure learners are capable of identifying barriers to (and enablers of) mainstreaming and GESI Policy implementation in their context.
- Create and distribute an annotated bibliography of best practice in the literature on gender in their field to ensure they look beyond gender-blind evidence and seek newer evidence around gender and social inclusion in their fields.

- Strengthen commitment to transformation. Both AHC and Abt PNG senior management need improved commitment to genuine transformation on gender and social inclusion to ensure they have the skills, knowledge and language to confidently lead on this issue. Senior men should also take part in Male Advocates training to support their increased commitment.
- Conduct a mapping exercise of GESI for the SBPP component. Mapping should include the gender balance of ANU permanent staff (ethnic diversity is already well covered); pathways for male and female and other marginalised students through higher degrees to academic roles in SBPP and GESI content of teaching within Precinct supported courses. Analysis of barriers to (and enablers of) an improved GESI balance in staffing, students, and recruitment, as well as of opportunities for strengthened GESI integration in curriculum content and teaching, will elevate the Precinct's GESI mainstreaming success through the actions of both UPNG and ANU partners.
- A mapping exercise should be conducted of GESI of the PILAG component and vocational trainings. Mapping should include the gender, ethnic, and disability balance of permanent PILAG staff; and the staff capacity to mainstream GESI and teaching GESI competence to public servants, as well as detailing GESI content of teaching within Precinct supported courses. Analysis of barriers to (and enablers of) improved GESI balance in staffing, students, and recruitment, as well as of opportunities for strengthened GESI integration in curriculum content and teaching, will elevate the Precinct's GESI mainstreaming success through the actions of both PILAG and its educational partners.

Annex F Complementarities with other Australian programs

The Strategic Review Terms of Reference ask whether the Precinct is effectively aligned with other relevant PNG and Australian investments, and whether there are opportunities for further alignment with Australian investments. The team has found potential synergies between the Precinct and other Australian programs that have not yet been harnessed. Day-to-day responsibilities for each of the teams means they are often working in silos, undermining the possible gains of working together. The review team analysed the current Australian DFAT PNG programs and found significant interactions between some of them.

The Australia Awards Program: this is a mature program that has been operating for over 60 years. Currently, PNG is one of the top five recipients of scholarships in the world. The program has four main streams: Australia Awards Scholarships for long-term study in Australia; Australia Awards Pacific Scholarships for long-term study in PNG; Australia Awards Fellowships for short-term study in Australia; and the Alumni Grants Scheme, which also supports the PNG Australia Alumni Association (PNG AAA). There has not been a strategic connection with the Precinct until now, but there are areas of possible interaction.

- Scholarships for long-term and short-term study could be in sync with the objectives of the Precinct. Some of the alumni grants could target future lecturers at SBPP or future trainers at PILAG, with a requirement that they commit to remaining in the organisation for a period of time. The Fellowship for a Certificate IV in Training and Assessment matches the current needs of PILAG to train their trainers, but there has been no major coordination between the two areas.
- Duplication of efforts should be avoided. Both the Precinct and PNG AAA programs target public servants for short courses. An overall strategy of prioritisation could help to avoid duplication and boost the current Australia investment.
- Lessons from the experience of the PNG AAA could help the Precinct, as it has faced some of the struggles the Precinct is facing now. There are valuable lessons to strengthen the Precinct going forward. Some learning opportunities have already been identified: processes to set up the PNG AAA and its current operation; the monitoring and evaluation framework currently in place for the PNG AAA; initiatives like the Alumni Development Impact Survey or the Reintegration Workshops that could also suit the Precinct purpose; and the PNG AAA program selection criteria and awareness campaigns.

The Decentralisation and Citizens Participation program (DCP) program: this is closely related to the improvement of public service delivery at the sub-national level, which is precisely one of the main goals of the Precinct. Despite the convergence of the two, there has not been any interaction in their work under the assumption of job overload. Some complementarities between the programs have been identified.

- Resources should be prioritised to serve an overall agenda of decentralisation. The PNG Government's decentralisation agenda, the current proposed autonomy of three provinces and the low level of capacity for service delivery at the sub-national level demand the integration of efforts towards a common agenda on decentralisation. Aligning the objectives of the two programs within the government's agenda could help the Precinct prioritise the sectors, as well as provinces and districts to focus their training. Following a serious decentralisation agenda will probably imply that the Precinct needs are discussed at the district level. In that case, support from the DCP team is required.
- The training should be designed according to the needs of the sub-national level. Given PNG's great diversity, it is essential to tailor the training to the requirements of different regions. With lower foundational skills at the sub-national level, the pressing needs for training are different than at the national level. For example, it might be that basic writing skills are prioritised over the ethical leadership course. The constraints faced in certain geographic areas may inhibit their ability to apply the new skills learned.

- The implications of a multicultural environment in training design should be analysed. PNG has different operating environments and diverse subcultures which have to be managed to create a unified national identity. The needs are different depending on the province. The approach to training should also be different. Both DCP and the PSLR Governance Partnership teams and AHC could explore the implications this has in the design and implementation of the Precinct.

The DFAT Institutional Partnerships Program (IPP): the IPP already supports the DPM–APSC institutional partnership, through which CIT Solutions has been engaged to co-deliver some PILAG courses. DFAT is considering other institutional support to PNG’s centre of government through IPP. This is an additional instrument which DFAT could use to support Precinct in the future, particularly specific public sector reform initiatives, ensuring there is good coordination with the separately managed Governance Partnership PSLR.

Higher education support: as DFAT consider how to support higher education in PNG, this could include how to address UPNG-wide challenges affecting the SBPP.

Recommendation: prepare a plan and allocate responsibilities within AHC to improve Precinct collaboration with other Australian programs, in particular with the Australian Awards Program and its PNG AAA, the DCP program, the Institutional Partnership Program, and AHC support for higher education (by December 2018).