



THE GOVERNMENT OF PAPUA NEW GUINEA

AND

THE GOVERNMENT OF AUSTRALIA

IMPLEMENTATION PLAN TO THE INDEPENDENT REVIEW OF PAPUA NEW GUINEA'S UNIVERSITY SYSTEM

Steering Committee Approved Draft (12/12/11)

1. Overview

In August 2009, Prime Ministers the Hon Grand Chief Sir Michael Somare and the Hon Kevin Rudd MP commissioned an Independent Review of Papua New Guinea's University System. The Review was conducted by Sir Rabbie Namaliu and Professor Ross Garnaut. This Implementation Plan responds to the Review's recommendations and complements the Papua New Guinea Vision 2050 and the Papua New Guinea-Australia Partnership for Development. The Implementation Plan is therefore grounded in the principles of mutual understanding, mutual respect and mutual responsibility for improved development outcomes. It reflects the shared vision of the Government of Papua New Guinea and Government of Australia to work together to meet the challenges identified in the Review.

As part of this shared commitment, the Government of Australia will match any increase in university funding by the Government of Papua New Guinea over 2011 levels on a Kina for Kina basis, as detailed in the funding section of this document.

Progress against this document will be reviewed annually by both governments and reported to the Ministerial Forum and through officials at the Office of Higher Education (OHE), Commission for Higher Education (CHE) and AusAID as part of the Annual Partnership Dialogue. As part of this process, this Implementation Plan will be updated annually following an assessment of progress and redetermination of priorities, in consultation with relevant agencies and institutions.

2. University Education in Papua New Guinea

The Government of Papua New Guinea's *Vision 2050*, the *Development Strategic Plan 2010-30* (DSP) and the *Medium-Term Development Plan 2011-15* (MTDP) all identify the crucial roles that universities play in promoting economic, social and political development. To achieve the goals from the National plans, increased access to universities must be underpinned by high quality teaching, facilities, administration and research. Universities must also be better connected to broader educational goals and plans, and the labour market.

Papua New Guinea has six universities. They are part of a higher education system that includes primary teachers colleges, nursing colleges, technical colleges and businesses colleges, amongst others. Some of these higher education institutions are formally affiliated with the universities. Churches also play an important role in running these institutions. The OHE, CHE, Department of Education, Department of Health, National Training Council and the National Apprentice and Trade Testing Board manage this broader higher education system.

3. Review Findings

The Review found that Papua New Guinea's university system faces significant challenges and recommended a broad agenda of reforms over ten years to improve: funding mechanisms; institutional performance quality; institutional governance; accreditation and enrolment practices; preparation for entry into university; staff conditions and practices; developing a culture of research and; cooperation with overseas institutions.

Under this reform agenda the Review recommended that 'Expansion of universities is desirable, since Papua New Guinea is desperately short of skills for development, but poor quality expansion is unaffordable. Rehabilitating, or replacing, run-down existing assets, and restoration of quality, should precede any investments in expansion. No new funding from government or development assistance sources should be allocated for additional enrolments to institutions which do not demonstrate steps towards measurable improvements in quality'.

4. Responding to the Review

It was agreed at the 20th Papua New Guinea-Australia Ministerial Forum, that the Government of Papua New Guinea will lead reforms to address the findings of the Review, supported by the Government of Australia. The reform of the university system will be part of a broader set of reforms to higher education in Papua New Guinea including the Work Force Development Strategy (WFDS) and the National Higher Education Plan IV (NHEP IV). Together these documents will articulate a ten year reform program for higher education, and detail a response to the Review. They will place the universities in the context of the broader education sector and the labour market. The preparation and implementation of the WFDS and NHEP IV is coordinated by the Office of Higher Education and the Commission for Higher Education.

Australian assistance to higher education will be delivered in consultation with the Office of Higher Education, Commission for Higher Education, Department of Education, Department of Health, National Training Council and the National Apprentice and Trade Testing Board. It will reflect agreements in the Papua New Guinea – Australia Partnership for Development and the PNG Declaration on Aid Effectiveness. Australian assistance will complement the NHEP IV and WFDS, as well as relevant sector and institution specific plans.

As part of these reforms, the Government of Papua New Guinea and the Government of Australia will address:

- (i) **Quantity:** Increase the number of graduates from higher education institutions towards the MTDP target of a total of 52,000 graduates over the period 2010 and 2015, particularly targeting growth in the education and health sectors;
- (ii) **Quality:** Improve the quality of higher education through a process of reforms informed by independent institutional and academic assessments; and
- (iii) **Equity:** Increase women's access to higher education, targeting a gender parity index of 0.87 by 2015 from 0.83 in 2010.

5. Early Implementation Initiatives

The Government of Papua New Guinea and Government of Australia will start by March 2012 on four activities consistent with the recommendations of the review.

- (i) Provide immediate assistance of \$1 million to strengthen the linkages between Australian and Papua New Guinea's Universities. Australia will establish a process by March 2012 to enable universities in Papua New Guinea and Australia to start twinning programs by June 2012.
- (ii) Immediately provide a minimum of 20 scholarships for Papua New Guinean academics to study in Australia institutions and 80 post-graduate diplomas for study at Papua New Guinean institutions.
- (iii) Roll out a long term program of "Kina for Kina" support for Papua New Guinea's universities by September 2012, responding to a program of institutional and academic quality assessments, to the value of \$7.4 million (PGK 17 million) in 2012.
- (iv) The preparation of a National High Education Plan IV to guide the long term development of universities.

6. Funding

The Government of Papua New Guinea and Government of Australia acknowledge the importance of sustainable funding to higher education.

The Government of Australia will match any increase in higher education funding by the Government of Papua New Guinea over 2011 levels on a Kina for Kina basis provided the funding is used to implement the Review's recommendations and provided there are demonstrated improvements in institutional performance, to a maximum of 50 million PGK per annum. This threshold amount will be reviewed annually.

The Government of Papua New Guinea has appropriated PGK 306 million for higher education institutions in 2012, an increase of PGK 17 million on the 2011 appropriation. The Government of Australia will provide PGK 17 million in 2012 to implement the recommendations of the Review.

Funding to support the activities identified in this implementation plan will be determined as part of each country's annual budget processes and consider progress in implementing the mutually agreed commitments identified in this plan, and the nature

of Papua New Guinea funding. Any additional funding to universities, either from the Government of Papua New Guinea or the Government of Australia, will be conditional on demonstrated improvements in institutional performance based on institutional and academic assessments.

Multi-year funding projections will be included in this plan, reviewed annually, and adjusted as appropriate. The funding requirement for achieving the objectives in this plan will be derived primarily from:

- Redirection of the Government of Papua New Guinea's recurrent and development expenditures from lower priority and/or ineffective programs, including allocations from funds held in trusts, and improved cost effective implementation across all programs. Where necessary, the Government of Papua New Guinea will seek technical assistance to strengthen capacity in the relevant implementing agencies.
- Increased levels of development assistance from the Government of Australia, and a reprogramming of overall assistance towards the priority outcomes identified in the Partnership for Development. Indicative funding to be provided by the Government of Australia by education sub-sector is presented in **Table 1** at **Attachment 1**.
- Increased funding from other development partners, through increased aggregate development assistance and/or a reprogramming of existing activities.

The funding requirement will also be derived from:

- Contributions from sub-national government revenue, university fees, and in-kind contributions
- Real growth in the Government of Papua New Guinea's aggregate expenditure program, consistent with the MTDP.

7. Papua New Guinea Government Support

The Government of Papua New Guinea will prioritise increasing the number of graduates, improvements in the quality of higher education, increase access for women to higher education and better preparation for entrants to the higher education system.

- (i) Improve the coherence of the national higher education system to enable students to move between institutions and enable the quality of PNG qualifications to be recognised in the Pacific Region.
- (ii) Support universities to ensure their teaching and courses meet the needs of the workforce and Papua New Guinea, including though the improved alignment with DSP 2030 and the provision of opportunities for students to undertake work-integrated learning placements in their fields of study.
- (iii) Strengthen the Government of Papua New Guinea's capacity to coordinate independent institutional and academic assessments and manage reporting and monitoring of outcomes.
- (iv) Establish appropriate institutional performance incentives that link institutional performance and graduate output to national workforce capability goals, including those in Vision 2050, DSP, MTDP.

- (v) Review and reform Scholarship selection, allocation, funding and administration practices, with Australian support where appropriate
- (vi) Review the policy and process for issuing work permits and visas to facilitate the travel and recruitment of international academics by universities in Papua New Guinea, with Australian support where appropriate

8. Australian Government Support

Australian assistance is dependent on Papua New Guinea's commitment to the Review and will prioritise improvements in the quality of higher education and better preparation for entrants to the higher education system.

To achieve this, Australia will fund a range of activities in higher education institutions and at national high schools, including: infrastructure rehabilitation and upgrades; equipment, ICT, teaching and learning materials; twinning and volunteer programs; post-graduate and post-doctoral scholarships and training; short course training (including for technical and administration staff); a program of academic quality assessments; technical assistance and capacity development (including to Office of Higher Education and the Commission for Higher Education) and; direct financial assistance. This support will be delivered through the four pillars of Australia's education program.

To maximise aid effectiveness, Australian assistance will respond to the specific needs of institutions and form part of a long-term sustainable approach. Under this approach, any higher education institution that wishes to apply for Australian funding must agree to an independent institutional and academic assessment led and managed by an internationally recognised tertiary education quality assurance agency.

The format of institutional and academic assessments will be developed in 2012 with the Office of Higher Education, Commission for Higher Education and be based largely on the Papua New Guinea National Higher Education Quality Assurance and Accreditation Guidelines. If a university has recently been subject to an internationally credible quality assessment, it may submit this rather than undergo further assessment. Personnel from industry or the professions will be part of assessment teams to ensure workforce development relevance. All assessment documentation will be made available to stakeholders with a summary report made public.

Once an institution agrees to the independent institutional and academic assessment, it will become eligible to receive Australian funded technical support to prepare for the assessment and receive infrastructure upgrades of accommodation for visiting academics in anticipation of potential Australian twinning or volunteers. On completion and public release of the assessment, institutions will become eligible to submit proposals for Australian funding. Proposals will be assessed by an independent panel. Should findings be unfavourable, Australian assistance will be limited to remedying the issues identified in the assessment and the institution must undergo a further assessment within 12 months to be eligible for further support.

If the findings are favourable, the institution will become eligible to submit a comprehensive project proposal for funding to achieve specified and measurable improvements in graduate outcomes. It will also be eligible to receive Australian funding for Papua New Guinean scholars to study in Papua New Guinea under the Australian Regional Development Scholarships (ARDS). Institutional and academic assessments will be valid for a specified period before a further assessment is required.

Support from the Government of Australia will include technical assistance to strengthen administration, teaching and research. The funding for technical assistance in higher education will be capped at 30 per cent of total Australian higher education spending. The Government of Australia will also provide staff from higher education institutions with 15 per cent of all Australian Development Scholarships (ADS) allocated for Papua New Guinea for study in Australia. The Government of Papua New Guinea, through OHE, will chair the scholarship selection process, and scholarships will reflect Papua New Guinea's national training priorities.

9. Performance Reporting

Annual targets for both Governments to 2015 can be found in **Attachment 1** in **Table 2**. Progress against this Implementation Plan will be reviewed annually and reported to senior officials and Ministers as part of the Annual Partnership Dialogue process. A committee that includes representatives of key stakeholders, including officials from the Governments of Papua New Guinea and Australia, will consult with relevant agencies and university councils in preparing this annual review and report.

The primary sources of data for reporting will be existing Government of Papua New Guinea systems. These will include the national school census, population data, government budget and expenditure reports, annual reports and the Annual Survey of Institutions of Higher Education (ASIHE). The data from these sources will be collected and analysed on an annual basis. Comparisons will be made with international standards. Progress will be measured at an institutional level through regular quality assessments.

Education indicators will follow nationally and internationally accepted standards including the definition, purpose and calculation method where appropriate. Definitions will conform to the international standards with the education indicators adopting the standards of the UNESCO Institute for Statistics or other international organisations. Indicators will be sex disaggregated where appropriate.

Current performance data for the Papua New Guinea higher education sector is presented in **Table 2** in **Attachment 1**. University and high school graduate and enrolment figures are presented in **Table 3** in **Attachment 1**. These figures will provide a baseline for review of performance.

As part of this reporting process, the Implementation Plan will be annually updated. This updating will be done by the same committee that prepares the annual review and report.

Attachment 1

INSERT TOTAL AUSTRALIAN SUPPORT FOR EDUCATION SECTOR

Table 1: Indicative Australian funding 2011-15 (PGK millions, AUD1= PGK2.3)

Education Sub-Sectors	2011	2012	2013	2014	2015
Basic	126	165	165	165	165
Secondary Schooling (including National High Schools)	22	28	28	28	28
Universities and Higher Education	34	50	50	50	50
Scholarships	46	51	51	51	51
Total Australian Funding (indicative)	228	294	294	294	294

Table 2: Performance Assessment Framework

	Baseline			Targets		
	2010	2011	2012	2013	2014	2015
School entrants						
National High School enrolments ¹	1,357	1500	1500	1500	1500	1500
Secondary School enrolments ²	93,245	94,916	95,263	96,657	97,631	99,000
Graduate Numbers						
Higher Education graduates ³	7,098	7,450	8,050	8,802	9,750	10,850
Basic education teacher requirements ⁴	2525	2790	2470	2702	3079	3677
Health graduates ⁵	439	439	469	469	895	n/a
Educational Quality						
Total number of institutional and academic assessments	0	1	3	10	16	22
Improvements in assessment findings	0	0	1	5	8	11
Gender						
Gender parity index in secondary schools	0.84	0.86	0.86	0.88	0.89	0.90
Gender parity index in higher education ⁶	0.83	0.83	0.84	0.85	0.86	0.87
Gender parity index in universities	0.78	0.79	0.80	0.81	0.82	0.83
Scholarships						
% of total Australian Scholarships for Papua New Guinea allocated to the university sector to study in Australia	15	15	15	15	15	15

¹ PNG Department of Education figures

² PNG Universal Basic Education Plan 2010-2019, table 26

³ Office of Higher Education

⁴ PNG Universal Basic Education Plan 2010-2019

⁵ *Papua New Guinea: Health Human Resource Review - Meeting Human Resource Constraints and Improving Health Outcomes*, The World Bank, August 2011

⁶ 2010 Annual Survey of Institutions of Higher Education in PNG

Table 3 - Papua New Guinea University Enrolments and Graduates**University Enrolments 2010**

Major Study Field	Male	Female	Total
Science	1,155	621	1,776
Engineering	779	116	895
Health & Medicine	583	642	1,225
Environment & Natural Resources	530	202	732
Business Management	1,711	1,150	2,861
Teacher Education	661	507	1,168
Agriculture and Fisheries	447	304	751
Sociology	1,031	925	1,956
Law	248	151	399
	7,145	4,618	11,763
	61%	39%	

Note: inclusive of Bulolo College and Timber & Forestry Training College

University Graduates 2010

Major Study Field	Male	Female	Total
Science	270	154	424
Engineering	201	17	218
Health & Medicine	229	265	494
Environment & Natural Resources	152	40	192
Business Management	719	358	1,077
Teacher Education	618	463	1,081
Agriculture and Fisheries	103	73	176
Sociology	225	177	402
Law	71	31	102
	2,588	1,578	4,166
	62%	38%	

Note: Figures are inclusive of Affiliated and Amalgamated Institutions