

**Review of the Contract for the
In-Country Management of the
NZ Aid New Zealand Development Scholarships and
Short Term Training Award schemes in Papua New Guinea**

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Abbreviations

AusAID	Australian Agency for International Development
ADS	Australian Development Scholarships
CSO	Civil Society Organisation
DPM	Department of Personnel Management
EOI	Expressions of interest
GoPNG	Government of Papua New Guinea
GRM	GRM International Pty Ltd
HRD	Human resource development
ICT	In-country training
IELTS	International English Language Testing System
INZ	Immigration New Zealand
JSC	Joint selection committee
JASC	Joint ADS Selection Committee
MSC	Management Services Consultant
NGO	Non-governmental organisation
NTC	National Training Council
NZAID	New Zealand Agency for International Development
NZDS	New Zealand Development Scholarships
NZHC	New Zealand High Commission (Port Moresby)
OPTC	Overseas Training Priorities Committee
PATTAF	PNG Australia Targeted Training Facility
PNG	Papua New Guinea
Post	NZAID representation in PNG
STTA	Short Term Training Awards
SU	NZAID Scholarships Unit
TTT	Training and Technology Transfer Ltd

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1 Summary and Recommendations

This report provides an assessment of the first-year performance of GRM International Pty Ltd, the organisation contracted by NZAID to manage the pre-award processes of two NZAID scholarships schemes in Papua New Guinea (PNG): the New Zealand Development Scholarships scheme in the Public category (NZDS-Public) and the Short Term Training Awards scheme (STTA). The report raises questions about the place of scholarships and training under the PNG country programme, and whether an allocation of NZDS scholarships under the Open category should be transferred to the PNG programme from the contestable regional scheme. It includes recommendations to further improve the efficiency of scholarships management and administration, and notes lessons learned for future development of contracts to outsource scholarships functions.

The review found that in the first year of its contract with NZAID GRM's management of the pre-award processes for the NZDS-Public and STTA schemes for PNG was generally well-organised, and timely and efficient processes were instigated. Communication between NZAID Port Moresby ('Post') and Government of PNG (GoPNG) nominating authorities improved considerably, with the two nominating authorities, National Training Council (NTC) and Department of Personnel Management (DPM), expressing their satisfaction in the way the joint selection meetings were arranged and conducted, and their level of involvement in the selection of NZAID awardees.

A lack of support by NZAID (Scholarships Unit) during the hand-over period of the contract, resulted in Post spending considerably more time than should have been the practice in assisting GRM to clarify and fine-tune processes. It is anticipated that this workload will lessen for the remaining period of the contract. Training of GRM staff at NZAID's annual scholarships workshop in March 2007 will strengthen GRM's knowledge of NZAID scholarships policy and operational principles.

Despite some lack of clarity of roles around the application process (e.g. advertising, distribution of expression of interest forms etc), the process was generally more transparent than in previous years, resulting in comprehensive applicant data being captured through the customised database developed by GRM for NZAID applications. This data will be utilised by both GoPNG and NZAID, in the latter case, for monitoring and evaluation purposes and to determine training demand in relation to the PNG programme's development assistance focuses.

The joint selection committee (JSC), comprising representatives of NTC, DPM, NZAID and GRM, clearly ranked applicants using the identified priority sectors, with the resulting nominees all proposing study or training directly linked to the PNG programme. A lack of NZAID funding prohibited direct targeting of key agencies, which should be addressed for future selection rounds. A very low EOI response rate from females for NZAID scholarships requires discussion within NZAID, and in consultation with NTC and DPM, to best determine appropriate gender-based training and an approach to encourage greater participation from females.

The interview and IELTS testing initiatives for shortlisted applicants were very successful, with information obtained through these tools informing the final NZDS shortlist. Importantly, the IELTS results confirmed previously anecdotal information that PNG scholarship recipients were experiencing difficulties with academic English language proficiency. The PNG programme will work with Scholarship Unit to address this priority issue for future intakes.

Responses from the new cohort of NZDS students commended GRM's management of the application and selection processes, and the timeliness and level of their communication. The pre-departure briefing was comprehensive and professional, although it is recommended that the timing of the briefing is moved to align with the mid-year interview and IELTS testing session.

Late placement advice and scholarships offers continue to impact on awardees' preparations to depart PNG for New Zealand, for both the NZDS and STTA schemes. Recommended processes around placement requests will reduce the delays in forwarding placement advice to the nominating authorities and nominees.

Communication around financial management and monitoring of the contract will need to be strengthened by NZAID. The STTA scheme requires intensive support to improve the placement process and communication but this may be addressed if the PNG programme pilots the recommended approach to target STTA selection rounds by priority sector.

Scholarships Unit is presenting a paper within NZAID regarding the allocation of NZDS-Open under bilateral Pacific country programmes. Although there are clear advantages to the PNG programme to allocate a specific number of NZDS-Open under the programme (rather than being available through the contestable Pacific regional allocation), further consultation will need to take place internally before the PNG programme can determine whether to proceed with this approach.

AusAID has extended its current arrangements for the management of its Australian Development Scholarships (ADS) scheme while it debates the future shape of Australian scholarships for PNG. As such, it is not feasible to consider harmonising pre-award processes during this contract.

Although the review found that the NZDS and STTA scholarships offered to PNG are aligned to the PNG programme's development assistance focuses, and GoPNG's involvement in the selection of awardees has increased substantially, the lack of a NZAID HRD strategy integrating in-country training and capacity building in PNG with New Zealand-based scholarships and training means that the impact of NZAID scholarships in relation to the wider PNG programme will remain difficult to measure.

1.1 Recommendations

The report includes the following recommendations.

Recommendation 1: Post to determine and agree with GRM by October 2007, the promotional activities, including target agencies/audiences and level of funding available, for the 2008 NZDS and STTA selection rounds.

Recommendation 2: GRM to organise the NZDS selection meeting to be held prior to the ADS selection meetings.

Recommendation 3: GRM to organise a single JSC meeting for each NZDS and STTA selection round (i.e. the second JSC meetings to be discontinued), to shortlist a sufficient number of priority and reserve applications. In place of the second NZDS JSC meeting, GRM to re-rank the first shortlist based on results from the interviews and IELTS tests, and seek confirmation and sign-off from Post for the final list of 15 priority and five reserve nominees.

Recommendation 4: Post to use the average cost of a STTA award to specify the number of priority and reserve STTA EOIs to be shortlisted by the JSC for the 2007 and 2008 selection rounds.

Recommendation 5: Post to further define some of the [priority] sub-sectors, in consultation with the nominating authorities and in relation to NTC's *National Training Priorities 2003-2005* (or updated version, if available).

Recommendation 6: The PNG programme team to discuss piloting the approach to target STTA selection rounds by priority sector, in consultation with Scholarships Unit and the Scholarships Consultative Group, by October 2007.

Recommendation 7: The PNG programme to approve GRM arranging IELTS testing for all shortlisted applicants (up to 30 candidates, as per the contract), regardless of professional background. (If approved, GRM to subsequently provide a revised budget for associated costs, as per Recommendation 14 below.)

Recommendation 8 The PNG programme to agree that, and ensure there is budget support for, candidates who do not meet the English language proficiency criteria of the relevant institution (but who have a minimum IELTS score of 5.5 across all bands) can undertake up to six months, New Zealand-based English language training.

Recommendation 9: Post to prepare an interim strategy by July 2007, in consultation with the nominating authorities and GRM, to encourage a better response rate from female applicants with involvement in the priority sectors.

Recommendation 10: Scholarships Unit STTA coordinator to confirm with Post and GRM the maximum length of time in which TTT is to obtain an appropriate placement for a nominee, after which time the application would be withdrawn.

Recommendation 11: Post, in consultation with Scholarships Unit, GRM and the nominating authorities, to reconsider the timing for submission of nominees' applications to Scholarships Unit (for example, 1 July and 1 February) and, subsequently, the timeline for the STTA selection rounds.

Recommendation 12: Scholarships Unit to develop a scope of services to outsource the NZDS placement role, undertake a cost-benefit analysis, and to discuss this with the PNG programme and Scholarships Consultative Group.

Recommendation 13: The PNG programme to agree to an integrated interview, IELTS testing and information session taking place in Port Moresby mid-year for up to 30 shortlisted NZDS applicants. The PDB session currently held in January to be discontinued in its current format.

Recommendation 14: GRM to submit a revised budget for the following associated reimbursable costs:

- i. IELTS test for up to 30 shortlisted candidates
- ii. Return air travel to Port Moresby for shortlisted candidates who live in provincial areas
- iii. Accommodation and per diems (with per diems and maximum cost per night for accommodation, and maximum number of nights, stipulated by Post) for shortlisted candidates from provincial areas to travel to Port Moresby specifically for the interview and IELTS test
- iv. Venue hire, as necessary
- v. Morning/afternoon tea

Recommendation 15: GRM to no longer provide a formal pre-departure briefing for STTA trainees.

Recommendation 16: Post to assume responsibility for financial management of the contract.

Recommendation 17: GRM to submit a six monthly financial report to Post showing actual recoverable costs against budgeted costs in the contract. (The first financial report will be for the period from April 2006 to March 2007.)

Recommendation 18: PNG programme team to discuss, in consultation with Scholarships Unit and the Scholarships Consultative Group, the possible allocation of NZDS-Open scholarships under the PNG programme.

Recommendation 19: Scholarships Unit and PNG programme team to undertake a cost-benefit analysis of outsourcing NZDS-Open pre-award processes to GRM.

1.2 Lessons learned

The report identifies the following lessons to be considered if further contracts (or letters of variation to add services to an existing contract) are developed to outsource scholarships administrative functions.

1. Before any further contracts are developed by NZAID, Scholarships Unit and the relevant country or regional programme should undertake a cost-benefit analysis to ensure that the benefits outweigh the full [anticipated] costs of the contract.

2. Scholarships Unit, the NZAID manager and the relevant development programme manager in Wellington should discuss and clearly detail where responsibility for contract management, including financial management and monitoring, sits within NZAID before the contract is developed.

3. Costs relating to the contract must carefully be considered, including those required to set up and subsequently manage the contract. Reimbursable expenses from similar contracts (e.g. interview costs, IELTS testing, travel to the main centre for information briefings) should be reviewed to ensure that all likely expenses are captured.

4. Scholarships Unit and the NZAID manager should agree a timeline and the information to be provided for a systematic handover, prior to the contract being signed off. This includes the level and type of training for the contracted organisation (e.g. one-on-one training by Scholarships Unit staff on site), information on data (level and fields) to be captured, systems to be used etc.

2 Introduction

2.1 Background

Scholarships funded by the New Zealand Government for New Zealand-based study and training are available to eligible citizens of PNG under NZAID's bilateral development assistance programme for PNG. NZAID engaged an organisation, GRM International Pty Ltd, in April 2006 to manage the in-country, pre-award processes of two NZAID scholarships schemes: NZDS in the Public category (NZDS-Public) and STTA.

The purpose of NZAID scholarships is to provide selected individuals with knowledge and skills through academic study or vocational training unavailable in PNG to contribute to the sustainable development of key sectors in their home country, with the aim of reducing poverty, promoting good governance, and building human resource capacity.

The contract was established to improve the efficiency and effectiveness of the management of pre-award scholarships processes in PNG, and thereby improve the quality of applications and, subsequently, nominees shortlisted for NZAID scholarships. This was to be achieved by better targeting of scholarships to priority sectors and key agencies aligned to NZAID's PNG country programme, more transparent and inclusive selection processes agreed between the GoPNG and NZAID, and improved communication. Prior to the contract, the pre-award scholarship processes were undertaken by NZAID staff in Port Moresby.

Key stakeholders of NZAID scholarships in the context of the review include the GoPNG nominating authorities, NTC and DPM¹; the contractor, GRM; NZAID's PNG programme staff (in Port Moresby and Wellington) and Scholarships Unit; the Wellington-based Management Services Consultant (MSC) for STTA management (Training and Technology Transfer Ltd (TTT)); and scholarships awardees.

2.2 Purpose of the Review

The review considered three objectives. The primary objective was to assess GRM's first-year performance against the outcomes under the scope of services in the contract (Annex 1), and to determine whether any of the agreed tasks needed refining to further improve scholarships processes prior to the commencement of the 2007 selection rounds. As such, the review has an overtly operational focus. The review also considered whether to outsource the management of the pre-award processes for the Open category of the NZDS scheme (currently a contestable regional scholarships scheme) to GRM.

The timing of the review was originally planned to take place in November 2006 to coincide with the outcome of AusAID's re-tender for in-country management of Australian Government scholarships for PNG. NZAID and AusAID had initiated discussion in late 2005 around harmonising pre-award processes of the Australian Development Scholarship (ADS) scheme and the NZDS scheme. The third objective of the review was to identify whether there was any scope to harmonise donor processes for the remaining term of the contract with the aim of streamlining the pre-award management of donor scholarships for all stakeholders. Indications are that this is unlikely to occur in the lifetime of GRM's current contract.

This report will be distributed to the key stakeholders identified above (excluding scholarships awardees), and within NZAID. The findings will primarily be used to refine some of the pre-award processes for the NZDS and STTA schemes in PNG. As scholarships are one component of NZAID capacity building under the PNG programme, the findings should also feed into wider discussions around a proposed human resource development (HRD) strategy for PNG, including possible alignment with AusAID scholarships.

The full terms of reference for the review are in Annex 2.

2.3 Review Methodology

The reviewer was in Port Moresby from 13-16 February 2007. Separate meetings were held with GRM, the NZAID manager responsible for education, and with the two nominating authorities, National Training Council and Department of Personnel Management. The reviewer was unable to meet with AusAID as the relevant staff were in Canberra holding discussions on the proposed direction of long-term scholarships for PNG, but the review questions were answered by email following the visit. GRM was briefed prior to departure.

Following the visit to Port Moresby, a meeting was held with TTT, and a questionnaire was sent to the new cohort of NZDS-Public awardees from PNG now studying in New Zealand, to determine their views of GRM's management of scholarships processes in PNG. The NZAID team leader and development programme manager of the PNG programme were briefed on the draft recommendations.

The collated awardee responses to the questionnaire are found in Annex 3. Further details on the individuals consulted during the review are in Annex 4.

¹ Department of Personnel Management is responsible for training of public sector employees. National Training Council is responsible for training of the private sector, including civil society organisation, self-employed and unemployed persons.

3 Objective 1: Assessment of GRM's Performance during the First Year

In considering the first objective, the review focused on the positive impacts and negative impacts of GRM's in-country management of the NZDS and STTA schemes. Discussion around their key functions follows.

3.1 Promotion of NZDS and STTA Scholarships

In previous years, NZAID scholarships information has been poorly disseminated in PNG, with a correspondingly low number, and poor quality, of applications submitted for the bilateral scholarships. GRM is required to increase public awareness of NZAID's scholarship schemes by 1) placing advertisements in the national newspapers² and 2) assisting NZAID to promote the scholarships to organisations that work closely with NZAID's PNG programme. Apart from costs for the newspaper advertising, NZAID did not include any funding for additional promotional work. NZAID's delay in commencing the contract also meant that GRM was unable to progress the second task in 2006.

The main thrust of the advertisements was to detail the priority sectors³ from which applicants nominate fields of study or training (also see 3.4.1). This was successful in limiting applications for non-priority sectors (72 percent of EOIs received related to priority sectors compared to 28 percent of EOIs from non-priority sectors).

To better align the scholarships with NZAID's programme in PNG, GRM suggests that NZAID should proceed with directly approaching the key agencies identified in the contract (see Annex 4) to promote NZAID scholarships, as well as other agencies that may be linked to NZAID's development assistance focuses. To better assist NZAID, GRM requires more detailed information on NZAID's PNG programme strategy such as the organisations NZAID is currently working with, and those it plans to work with; current activities in target provinces, and the development assistance priorities in those areas; and the type of promotional activities NZAID wants GRM to undertake on their behalf.

Post is hesitant to instigate more extensive promotion of the schemes for this year's selection rounds until the PNG programme is able to consider in more depth what it is aiming to achieve with its [currently disparate] HRD and capacity building activities in PNG – and the relatively small number of annual awards – and develops a more strategic approach to in-country and New Zealand-based training and scholarships.

In relation to this, analysis of data from the 2006 expressions of interest forms (EOI) needs to be undertaken by NZAID to determine whether a wider issue of equity of opportunity to apply for NZAID scholarships and training exists, across gender, employment sectors and organisations, and geographic locations. It is not clear, for example, whether the wide disparity in the number of EOIs for the NZDS scheme from female and male applicants (31 percent compared to 69 percent for the 2006 selection round) is because long-term, New Zealand-based scholarships are not the most appropriate form of training for female candidates or whether there are other issues preventing application or the opportunity to apply, including lack of support from employing organisations, the areas of employment females are engaged in, or cultural, financial or familial barriers.

Post should determine the level and extent of promotional activities needed as an interim measure for the early 2008 selection rounds. Some basic activities could include GRM

² Seven of the (11) new NZDS awardees heard about applying for the NZDS through newspaper advertising.

³ Rural economic development, basic education, primary health, strengthening civil society, and sustainable resource management.

disseminating NZAID-drafted letters to target agencies detailing the selection criteria⁴ and application procedures, and inviting applications; or including generic promotional material (such as NZAID's revised scholarships information sheet) with DPM's public services circulars to provincial departments in October/November each year. NTC's suggestion to re-institute a scholarships 'marketing' handbook for distribution to NGOs and provincial private sector organisations may be superseded by wider distribution of NZAID's scholarships information sheet.

Recommendation 1: Post to determine and agree with GRM by October 2007, the promotional activities, including target agencies/audiences and level of funding available, for the 2008 NZDS and STTA selection rounds.

Twenty-nine percent of NZDS EOIs were from public sector applicants compared to 71 percent from the private sector. GRM's suggestion to directly target and build relationships with public sector agencies (linked to NZAID's development assistance) to improve the quality and number of applications from public sector employees, rather than relying on DPM to disseminate NZAID scholarships information, may counter DPM's internal procedures including their pre-screening/selection criteria.

3.1.1 Responsibility for advertising

Although the nominating authorities were involved in the decision to have GRM manage the application process for NZAID, it was apparent that some confusion remained about whose role it was to advertise NZAID scholarships, resulting in both NTC and GRM placing advertisements in February 2007. The nominating authorities say that they are best placed to advise their respective constituents of the availability of donor scholarships, especially through provincial offices, industry training committees etc, but in the past this has resulted in a poor response rate. GRM's involvement in advertising has been to improve dissemination of information about NZAID scholarships, in particular, to "remind" prospective applicants of closing dates, advise the priority sectors and provide GRM's address for submission of EOIs from both public and private sector applicants.

Action 1: GRM to liaise with the nominating authorities on wording of GoPNG adverts to minimise scope for confusion and to use the "NZAID" advert as a reminder of closing dates and to advise additional information as appropriate.

Some ambiguity remains around GoPNG selection criteria. The two nominating authorities have separate application forms, and eligibility and selection criteria, which are used for both long and short term AusAID and NZAID scholarships. NTC policy allows unemployed applicants to apply for scholarships and training; the STTA scheme, however, precludes the unemployed from applying. Gains are being made in resolving inconsistencies through closer communication between GoPNG and NZAID.

Action 2: GRM to clearly state in any further advertisements that STTA applicants must be employed and have their employer's endorsement to be eligible for a STTA award.

3.1.2 Promotion of New Zealand education institutions

GRM recommends better promotion of the participating New Zealand tertiary education institutions at which NZDS awardees can study. As NZAID only offers 15 NZDS annually to PNG nationals, it is not clear how better promotion of New Zealand institutions will improve the quality, or increase the number, of NZDS applications (i.e. compared to those applying for an ADS). Internet access remains a barrier to accessing information. NZAID's Scholarships Unit will assist GRM to source a range of promotional material from the New Zealand institutions (e.g. CD Roms,

⁴ Including the need to ensure that their organisation's three year HRD training plan required by the government is current (see 3.2.6).

international student prospectus, undergraduate and graduate handbooks, city council promotional resources etc) to improve access to information for prospective applicants and for shortlisted applicants during the NZDS information session held by GRM. Directing interested applicants to GRM would reduce the number of enquiries to the NZHC and provide a more targeted service.

Action 3: Scholarships Unit to liaise with the institutions' international advisers to provide resources on their institution and the city in which they are located.

3.2 Management of the Application Process

Overall, the application processes were well-managed by GRM, despite a less than satisfactory handover from NZAID's Scholarships Unit. The nominating authorities commended GRM on their performance in managing the NZAID scholarships processes, saying they were better equipped, resourced and organised [than previous years]. They feel that it has been in the 'best interest of all parties' for GRM to manage the pre-award processes, and that it has reduced the administrative burden of previous intakes. The development of the database to capture EOI data has helped relieve their workload and speed up processes.

The new cohort of NZDS awardees were overwhelmingly positive about the level and type of information and the overall service provided by GRM during the application, selection and placement stages. In general, they were satisfied with the timeliness of communication. The major concern of the new awardees was around late communication regarding their placement advice, with some not finding out until December that they were to be offered a NZDS scholarship (see Annex 3 for the full collated responses).

3.2.1 GRM administration

GRM underestimated the time that the programme coordinator would need to administer the NZDS and STTA pre-award processes, especially when preparing for the Joint Selection Committee (JSC) meetings, IELTS⁵ testing and pre-departure briefing (PDB). The programme manager also worked over the time allocated in the contract. GRM acknowledged that time taken to bed in processes and systems (including the customised database developed by GRM) will not need to reoccur to the same level for the remainder of the contracted period, excluding any additional services that may be agreed through a letter of variation to the contract.

Rather than providing funding for a temporary data-entry person for GRM's busy enquiry period (prior to and following the close of applications), as requested, the review suggests that GRM re-evaluate their estimated monthly breakdown of time for each contracted staff member. The time-consuming process of database development is unlikely to be needed for future intakes as the current database captures the level of detail required by NZAID.

GRM will use NZAID's scholarships information management system (SIMS) to enter NZAID application information following the shortlisting stage. GRM staff will attend NZAID SIMS training in Wellington in March 2007.

3.2.2 NZAID Port Moresby's role in scholarships

It was anticipated that implementation of the contract would free up Post's time on scholarships-related matters, although Post is responsible for managing NZAID's contract with GRM. This was not achieved during the first year as Post spent considerable time bedding in the contract, clarifying basic processes and assisting with irregular situations. As Post and GRM worked closely during 2006, Post should have a lesser role in scholarships processes and a greater role in contract management from 2007, as follows:

⁵ International English Language Testing System.

Contract management

- i. Monitoring GRM's performance against the contract outputs
- ii. Financial management and monitoring
- iii. Responding to recommended changes from GRM to improve pre-award processes⁶.

Pre-award functions

- i. Hosting an annual meeting in January with the nominating authorities and GRM to confirm selection processes for the coming year – half a day.
- ii. JSC meetings – 2-3 days for each of the NZDS and STTA selection meetings plus a day before each meeting for preparation
- iii. NZDS interviews – 2 days plus a day of follow up
- iv. Information session briefing (to replace the pre-departure briefing) – half a day
- v. Scholarship offers as they arise. GRM will continue to generate the scholarship offers, as per the placement advice, for Post to print on letterhead and sign.
- vi. Minor involvement during EOI and placement stages (e.g. providing advice to GRM in one-off situations).

On-award functions

- i. Receiving, analysing and forwarding academic reporting to the nominating authorities – 1-2 days every six months
- ii. Variation decisions, including liaising with the nominating authorities, as they arise
- iii. Dependants' issues, such as visas and other immigration queries, as they arise.

Post-award functions

- i. In the future, likely involvement in post-award monitoring and evaluation.

Post also remains responsible for the pre-award and on-award management of NZAID awardees studying in PNG under the New Zealand Regional Development Scholarships scheme (NZRDS). In 2007, this involves six awardees.

3.2.3 STTA administration and communication

TTT is the Wellington-based Management Services Consultant for the STTA scheme. Their initial reaction to GRM's involvement in STTA pre-award functions was less than satisfactory, and GRM described their initial communications with TTT as 'off-putting'. This was compounded by confusion around roles and responsibilities for some of the STTA functions (e.g. TTT contacting Post, rather than GRM, regarding STTA placement, and TTT asking GRM to confirm the relevancy of a proposed training programme for STTA nominees, when it is TTT's role to recommend placements).

The review found that Scholarships Unit did not adequately communicate with TTT during the development or implementation phase of the contract with GRM, and that TTT was not fully aware until November 2006 of GRM's role in STTA placement processes. Post's email of January 2007 was commended as "fundamental" for clarifying the STTA post-placement roles and responsibilities for GRM and TTT (Annex 6). GRM and TTT have since established some more workable practices. A copy of the revised scope of services will be sent to TTT.

Action 4: Scholarships Unit to discuss with TTT the parameters of TTT, GRM and Post's roles in STTA pre-award management following the distribution of the revised scope of services.

Action 5: Scholarships Unit to append to the revised scope of services the STTA post-placement functions and responsibilities.

⁶ This provision should be more fully utilised as a number of operational issues and/or recommendations could have been agreed and implemented prior to the review.

3.2.4 Timeline

To facilitate communication and clarify roles between all parties, GRM will annually develop a timeline for the NZDS and STTA selection rounds by January. The timeline for each scheme will include dates for advertising, EOI deadlines, selection meetings, interviews and IELTS testing for the NZDS etc, to disseminate to Post (copied to Scholarships Unit and TTT, as relevant) and the nominating authorities. The timeline should also identify the organisation/s responsible for, and/or involved in, each function

Action 6: GRM to annually draft a timeline for consultation with Post (copied to Scholarships Unit's placement coordinator and TTT) and the nominating authorities, including key activities, dates and responsibilities, by January.

In their selection report, GRM recommended that the NZDS selection processes take place after those undertaken by PATTAF⁷ for the ADS scheme, because of GoPNG's involvement in both the NZAID and AusAID joint selection meetings. The ADS selection meetings take a substantially longer period of time than the NZDS meeting and require extensive GoPNG commitment. NZAID strongly feels that this will unfairly disadvantage NZAID as AusAID would be in the position to offer scholarships to higher quality applicants prior to the NZDS JSC meetings. Past experience indicates that at least two to three likely shortlist applicants are withdrawn due to being awarded AusAID scholarships – particularly women as AusAID is very stringent about the 50:50 gender split. (Ideally, NZAID and AusAID would hold joint selection meetings but this appears unrealistic for the term of this contract (see Section 5).)

Recommendation 2: GRM to organise the NZDS selection meeting to be held prior to the ADS selection meetings.

3.2.5 Expressions of interest forms

One of the primary reasons in developing the contract was to improve public access to NZAID scholarships and to encourage a more transparent application process. To assist this, GRM is tasked to distribute and receive expression of interest forms, subject to GoPNG agreement. In the case of public sector employees, DPM will remain responsible for distributing bid forms according to its internal procedures. DPM policy requires that only correctly nominated employees are permitted to submit bid forms, in accordance with their department's three year training plan, and DPM vets applications against this criteria. In 2006, most private sector applicants followed the agreed procedure and submitted their EOIs directly to GRM, and GRM was able to collect the remaining forms from NTC to record data before returning copies to NTC. From 2007, both NTC and GRM will distribute EOI forms to private sector applicants, which will enable GRM to spell-out EOI form requirements to ensure a higher compliance rate.

The nominating authorities acknowledged that having GRM as a mailbox to receive completed EOI forms has been administratively beneficial and helped relieve the burden of a time-consuming task. Both NTC and DPM have agreed that applicants should continue to submit their EOIs directly to GRM⁸, which will ensure that data from all EOIs is captured for consideration at the joint selection meetings. This reflects a more transparent system than previous years, when anecdotally applications were 'lost'.

3.2.6 GoPNG eligibility and selection criteria

In addition to NZAID's eligibility and selection criteria⁹, the nominating authorities each have their own criteria for donor scholarships. Criteria for the private sector is included in NTC's EOI form.

⁷ AusAID's facility to manage the ADS processes in PNG.

⁸ NTC has offered to be a back-up to facilitate collection of EOIs, if needed.

⁹ Sections 9.1 and 9.2 of the New Zealand Development Scholarships Operating Guidelines.

Public sector criteria and information regarding internal procedures¹⁰ for donor scholarships is less well-disseminated e.g. the correct person required to endorse bid forms. DPM's internal criteria and procedures should be more readily available so that GRM can independently respond to enquiries from both sectors, to improve the quality of applications. GRM has offered to assist DPM in revising their bid form, which DPM has verbally agreed to.

Action 7: Post to formally request DPM to provide their full criteria and internal procedures for donor scholarships in writing, and to request permission for GRM to provide input into the revision of DPM's bid form.

The first year of joint selection processes has resulted in greatly improved communication between NZAID and the nominating authorities, with the latter showing substantial movement in adopting suggestions from NZAID and GRM to improve processes. NTC, in particular, has been very receptive to Post and GRM's suggested changes to selection criteria and following approval from the Overseas Training Priorities Committee (OPTC), a number of recommendations have been implemented in the revised 2007 EOI form.

GoPNG requires that all public and private sector organisations (including NGOs) have a three year training plan, against which the nominating authorities will consider training requests including those for donor scholarships. As an example of the better working relationship, NTC has amended its stance to decline EOIs from applicants whose organisations do not meet this requirement. This has improved flexibility and consistency around the selection criteria.

GoPNG criteria restrict candidates to only apply for courses not available in country. Twenty percent of EOIs were declined because the training was available in PNG. NZAID supports the criteria in general but advocates for postgraduate candidates to undertake study in New Zealand because of exposure to different teaching, researching and learning experiences, as well as the quality and range of resources available to postgraduate students in New Zealand. An analysis of previous PNG nominees shows an increasing demand for postgraduate study through NZAID scholarships. Of the 40 percent of PNG EOIs requesting postgraduate level study, nine of the 13 NZDS offered for study commencing in 2007 were awarded for this level. Again reflecting the consultative approach fostered through the development of the contract, the nominating authorities have agreed to flexibility considering applicants for postgraduate study in New Zealand, as well as for undergraduate certificate and diploma level qualifications, where the specialist subject is not available in PNG.

Action 8: NZAID (Scholarships Unit and Post) to ensure that GoPNG eligibility and selection criteria are included in the NZAID/PNG Scholarships Arrangement (see Section 3.11.1).

3.2.7 Reviewing applications for eligibility

GRM says their rigorous pre-screening of applications for "non-compliance"¹¹ improved the efficiency of the selection processes in 2006. GRM is required to review the EOIs for completeness and "compliance with the [NZAID] eligibility and selection criteria". GRM acknowledges that they do not do this, as it is "administratively burdensome" and not their role. Aside from EOI that do not include all the required documentation, all other EOIs are considered against the eligibility/selection criteria by the JSC during the selection meeting. This practice has resulted in at least one ineligible application (of only 15 offered) being nominated for a scholarship. It is NZAID's expectation that GRM will ensure that only applications that meet its eligibility criteria will be shortlisted and forwarded to Scholarships Unit for placement.

¹⁰ Public sector criteria are in the general orders. It is the responsibility of individual HR departments to inform those eligible to apply. Instructions are sent to departments in October or November of each year.

¹¹ This refers to forms that do not include all the required documents, have forged, scanned or photocopied supporting documents, or have not been endorsed by the correct person in their organisation.

Action 9: GRM to advise the JSC during the selection meetings of any applications that will be ineligible based on NZAID eligibility criteria.

3.2.8 Scholarships data

GRM's development of a customised database for NZAID EOIs has resulted in comprehensive data being available for the joint selection meetings. The nominating authorities expressed their appreciation of the type of data and statistics provided by GRM, as well as the individual summary sheet that GRM generated from the database for each EOI. The one-page summary provides the main information required by the JSC to determine a shortlist and has reduced the time it takes to consider EOIs during the JSC meetings.

DPM and NTC utilise the data generated by GRM to provide statistics on HRD placement of donor study awards and completion rates to OPTC, Treasury and National Planning¹². NTC requested training assistance for desk officers in data collection and manipulation. Post would like staff training and the provision of additional data not required for the purpose of selecting awardees kept a separate issue and addressed through a different mechanism.

Statistical information from this stage of the application process has not been readily available from previous intakes, but can be utilised by NZAID to determine the effectiveness of pre-application advertising and other promotional activities. For the 2006 intake, one third of the NZDS EOIs were from the public sector. Across both the public and private sectors, only one third of the applicants were female. Just over 20 percent of applicants came from the key agencies identified for targeting, but nearly 70 percent identified their association with the priority sectors. Analysis of EOI data should be used to address these disparities. For example, direct promotion of NZAID's scholarships schemes to the key agencies for future intakes is likely to increase the number of applications from agencies where NZAID wants to assist in building capacity.

This data could also be analysed by Post to identify recurrent training demand in specific sectors (e.g. nursing or community health – who for the 2006 selection round were very clear about what their communities were lacking in terms of health care and what training they needed to counter this), and address the demand through the provision of PNG-based training where it does not already exist, or seek to improve access where it does.

NZAID will be in a position to use data and statistics generated from the EOIs to assist in the monitoring and evaluation of the scholarships schemes. The EOIs provide information at the application stage. Phase 2 of NZAID's scholarships information management system intends to capture information following completion of awardees' scholarships, including which employment sectors, organisations and positions awardees return to. One way to measure the effectiveness of the scholarships schemes will be to compare the sector in which an awardee was originally employed and the sector, and role, to which they return.

3.3 Facilitation of Joint Selection Committee Meetings

NZAID staff at the NZHC have been responsible for selecting the final list of nominees in previous years. 2006 saw the first joint selection meeting comprising representatives from GoPNG (NTC and DPM), NZAID and GRM. Both GRM and the nominating authorities said that the selection processes, including the JSC meetings, worked well and, overall, GRM was satisfied with the quality of shortlisted applicants. There was common agreement that the representatives on the selection committee are experienced, consistent in their decision making and work well together, which NTC noted as 'very satisfying'. The nominating authorities' role in the JSC has ensured that their requirement for equitable numbers of scholarships to be offered to the private sector and the public sector has been met.

¹² The current fields in the database have been confirmed by the nominating authorities as valid and useful and there will be no changes at this stage to the type of data collected.

'Rejection' codes used during the NZDS and STTA selection meetings define the reasons for ineligibility and are used to advise applicants why their application was unsuccessful. The current codes are based on those used for ADS selection and should be reviewed for applicability to NZAID eligibility and selection criteria. Post and GRM should discuss and agree the extent to which potentially strong, but non-compliant applications can be assisted by GRM to ensure that complete supporting documentation is provided or the EOI has the correct endorsement.

Action 10: Scholarships Unit to review the NZDS and STTA rejection codes (including agreeing to a better name, e.g. status codes) used during the selection process, in consultation with Post and GRM.

Action 11: Post, in consultation with the nominating authorities, to clarify which eligibility criteria are appropriate for GRM to pre-screen EOIs against.

Despite the fact that no weightings have been ascribed to the various selection criteria, the JSC was effective in reaching consensus and recognising individual merit, and weightings were not needed. This allowed flexibility in considering applications.

3.3.1 NZDS JSC meetings

Although there is provision for two NZDS selection meetings, to undertake an initial and then a second shortlist, in 2006 the NZDS JSC only had to meet for a single 2-3 day meeting to shortlist the NZDS EOIs. The efficiency of the JSC was due to a number of reasons, including that the JSC decided not to consider non-compliant applications during the meeting (the ADS JASC considers all EOIs); the summary sheet provided by GRM for each EOI included all the information required for shortlisting purposes; and because the JSC only had to decide a shortlist of up to 30 applicants. (Note: 20 to 25 applicants were shortlisted for 2006.)

From 2007, the provision for a second JSC meeting should be discontinued to reduce the duration of the selection period for the nominating authorities and Post, unless the number of applications substantially increases in following years (the specific number to be determined by Post). Following the selection meeting, GRM will use the information gained through the interviews and IELTS testing to re-rank the shortlist and identify the top 15 priority candidates and five reserve candidates. GRM will send the final list to Post to seek confirmation and sign-off.

Recommendation 3: GRM to organise a single JSC meeting for each NZDS and STTA selection round (i.e. the second JSC meetings to be discontinued), to shortlist a sufficient number of priority and reserve applications. In place of the second NZDS JSC meeting, GRM to re-rank the first shortlist based on results from the interviews and IELTS tests, and seek confirmation and sign-off from Post for the final list of 15 priority and five reserve nominees.

3.3.2 STTA JSC meetings

The contract provides for GRM to organise two STTA rounds each year, with two selection meetings for each round. In 2006, only one selection round was held due to the delay to the start of GRM's contract. Ten priority and four reserve applications were shortlisted in the October 2006 meeting.

The primary benefit resulting from the second STTA JSC meeting was that the committee could reconsider the merit of the first shortlist in light of additional information provided by the candidates through completion of the NZAID STTA application form. Due to the small number of STTA awards available, there is no overwhelming need for the practice of holding two JSC meetings for each selection round to continue.

Although there is a three year financial allocation for STTA in the PNG programme budget, no set number of STTA awards is offered annually as the cost of STTA awards can vary considerably depending on the length and category of the training. The extensive delays in placement (see

3.6.2) also affect the number of awards which can be offered the following round¹³. In 2006, the selection committee made a 'best guess' during the selection meeting as to the number of priority and reserve applications to shortlist based on an estimate of the length of the training requested. The vetting and ranking processes would be more efficient if a set number of priority and reserve EOIs to be shortlisted is agreed during the annual meeting between GoPNG, NZAID and GRM.

Action 12: Scholarships Unit to request TTT to provide an average cost of the three most typical types of STTA award for PNG based on training provided over the past five years.

Recommendation 4: Post to use the average cost of a STTA award to specify the number of priority and reserve STTA EOIs to be shortlisted by the JSC for the 2007 and 2008 selection rounds.

3.3.3 Post-selection communication

GRM continued to experience difficulties with communication, as occurred in previous years for NZAID staff managing scholarships, leading to delays in contacting shortlisted applicants and receiving completed applications. GRM will address this issue during the NZDS information session by ensuring that all shortlisted candidates understand NZAID's requirements in completing the NZDS application form, including the required documentation; by sending shortlisted candidates a calendar of events following the selection meeting with key dates and processes; and by ensuring that they understand the importance of keeping GRM advised of changes in contact details and availability (especially for field workers).

3.4 Success in Matching Selected Applicants to Target Sectors/Agencies

3.4.1 Priority sectors

"Priority sectors" determine the area of study or training around which applicants can apply. In the PNG context, NZAID and GoPNG agreed that the priority sectors, and sub-sectors, would be aligned to NZAID's development assistance focuses for PNG: i.e. rural economic development, basic education, primary health, strengthening civil society, and sustainable resource management (Annex 7 lists the sub-sectors). During the 2006 selection rounds, the priority sectors were used as one of the main criteria to rank the NZDS and STTA EOIs from which the shortlisted applicants were selected. Table 1 in Annex 8 includes a breakdown of awardees' study in relation to priority sector; Table 2 shows the organisations from which the new cohort of awardees was selected. Information from these tables clearly shows that NZDS were successfully awarded to people working in fields directly related to NZAID's PNG programme. Information provided in Tables 3 and 4 (Annex 8) relating to the NZDS awarded for the previous two intakes, managed by NZAID staff in Port Moresby, also appeared to be offered for study relating to the priority sectors.

The nominating authorities agreed during the review that from this year only applicants proposing study or training directly related to one of the priority sectors will be considered for a NZDS or STTA scholarship. Those proposing study or training outside these areas will be ineligible for consideration. This decision will assist GRM (and subsequently the JSC) to streamline the screening process. Adverts and relevant information should reflect that the priority areas are now the sole areas for study, i.e. the discretion in the criteria to include non-priority areas should end.

Some sub-sectors are considered too broad to reflect the type of study for which scholarships will actually be awarded, e.g. 'nursing', 'good governance' and 'human resource development'. GRM questions, for example, what fields within 'nursing' will be considered favourably for a scholarship

¹³ Due to the delay in TTT finding placement for nominees from the October 2006 selection meeting, the EOIs submitted in the second half of 2006 may be reviewed for suitable candidates rather than readvertising.

or award. This lack of definition encourages EOIs for qualifications that are available in PNG¹⁴ (e.g. Bachelor of Nursing), a GoPNG criteria which deem applications ineligible, and falsely raises expectations. In particular, GRM feel that applicants from civil society organisations (CSO) are missing the opportunity to apply¹⁵, as it is not clear whether the sub-sectors are related to CSO or the wider public service. A less prescriptive list of sub-sectors allows a more flexible approach to considering applications across the private, public and civil society sectors, and it is the broader issue of what type and level of training NZAID is to offer in-country or in New Zealand that Post says needs further consideration.

Recommendation 5: Post to further define some of the [priority] sub-sectors, in consultation with the nominating authorities and in relation to NTC's *National Training Priorities 2003-2005* (or updated version, if available).

GoPNG has a requirement that 20 percent of scholarships are awarded to people from disadvantaged provinces. This criteria is met through the joint selection process.

3.4.2 Targeted STTA rounds

The JSC uses the same selection criteria for the NZDS and STTA schemes, and applicants will only be shortlisted where their proposed area of training is directly linked to one of the five identified priority sectors. To better improve the effectiveness of aligning the STTA awards to development assistance offered by NZAID to PNG, NZAID (the PNG programme, Scholarships Unit and the Scholarships Consultative Group) should discuss the merits of targeting a specific priority sector – such as primary health or rural economic development, or cohorts within sectors – for each selection round¹⁶. Relevant training courses or programmes available in New Zealand would be identified for which applicants apply. The nominating authorities appear to be supportive of this concept, as was GRM from an administrative perspective. (Advertising can be very specific and/or public and private sector agencies and CSOs linked to that sector can be specifically approached to submit applications.)

If initial discussions recommend proceeding with this approach, NZAID, in consultation with GoPNG, would need to undertake an analysis of training needs and demand for off-shore training within the priority sectors. Post would also need to identify the promotional activities to be undertaken prior to the selection round (e.g. advertising and/or direct promotion to HR departments of relevant agencies), to identify related costs and budget for sufficient funding, and to confirm GRM's involvement in the additional activities.

Recommendation 6: The PNG programme team to discuss piloting the approach to target STTA selection rounds by priority sector, in consultation with Scholarships Unit, the Scholarships Consultative Group and GoPNG, by October 2007.

Action 13: Scholarships Unit to approach TTT to identify 10-12 training opportunities, where New Zealand-based training is merited, for each sector, including the training type¹⁷, training provider, duration and cost of training, and training programme start and end dates.

3.4.3 NZAID's current HRD activities in PNG

To assist GRM's effectiveness in pre-selection vetting and ranking, and facilitating the JSC meetings, GRM has requested a summary of NZAID's PNG education strategy and in-country

¹⁴ The Office of Higher Education provides a list of available qualifications.

¹⁵ Civil society organisations have the opportunity to undertake training through the Unitec (New Zealand) Not-for-Profit Diploma, funded by NZAID.

¹⁶ This would need to take into consideration the forthcoming review of the STTA programme.

¹⁷ STTA training for the PNG programme can be undergraduate certificate or diploma level study (up to one year in duration), short courses, work attachments or a combination of short course and work attachment, as long as the training meets the selection criteria.

HRD activities, such as the Women in Agriculture (WAG) scheme¹⁸. This would provide background on the type and extent of training already offered by NZAID, the training providers, and who the training is offered to.

Post needs to advise GRM whether beneficiaries of NZAID-funded activities, e.g. individual training recipients or civil society organisations who receive NZAID funding, are eligible to apply for NZDS and STTA. Additional training may provide multiple opportunities for some and prevent a more equitable spread of training and scholarship opportunities for others. (GRM noted the large number of STTA EOIs from applicants in East Sepik.) If previous recipients are eligible to apply for New Zealand-based scholarships, GRM could assist NZAID in directly promoting the scholarship schemes to NZAID-linked organisations.

Action 14: Post to provide GRM with guidance about NZAID-funded, in-country HRD activities, including specific organisations involved in education and training, and target groups.

Action 15: Post to confirm whether in-country individual or organisational beneficiaries of NZAID-funding are eligible to apply for New Zealand-based scholarships.

3.4.4 Availability and quality of in-country training and qualifications

The STTA scheme should support training that is unique to New Zealand, but which is relevant to PNG organisational training needs. Where relevant, short term training is available in PNG that could address identified demand in key NZAID development assistance areas, Post would prefer to utilise this training (and support PNG training providers) rather than sending people to New Zealand through the STTA scheme. This concept is strongly supported by GoPNG.

To complement the provision of targeted in-country training with targeted STTA training in New Zealand, NZAID should identify and compare the quality, content and relevancy of training programmes relevant to the five priority sectors, in both countries. Work attachments to counterpart New Zealand agencies or organisations provide unique training benefits, but are also the most difficult and time-consuming to arrange.

Together with GoPNG, NZAID needs to ascertain demand for HRD and training related to its key focuses, especially for NZAID-associated organisations that require capacity building assistance; to identify relevant, in-country training courses and ascertain the training providers' accreditation status (which also requires an understanding of the GoPNG accreditation and quality assurance systems, standards and processes); and to determine the accessibility of the courses for target organisations and individuals.

The development of an HRD framework would determine how to address and integrate targeted training and scholarships provision, capacity building and institutional strengthening across the PNG programme. A framework would assist in formulating the 'package' of in-country and New Zealand-based study and training to be provided, and would identify the areas, modes and levels of study and training to be funded.

Action 16: The PNG country strategy team to consider developing an HRD framework under the PNG programme to integrate in-country and New Zealand based scholarships and training, including wider capacity building and institutional strengthening activities.

¹⁸ This is NZAID's main in-country training programme in PNG, managed by three providers (Timber and Forestry Training College, the University of Vudal and UNITECH).

3.5 Quality of Shortlisted Applications

3.5.1 NZDS Interviews

This was the first year that shortlisted applicants from PNG were interviewed. The interview process was instigated to find out whether the shortlisted applicants were likely to succeed in tertiary study in New Zealand, adapt to living in another country, and to ascertain the value of further study to their employment and organisation. As well as determining the need for IELTS testing, it gave the candidates an opportunity to identify their own English language limitations and request assistance with academic English preparation.

GRM found that the interviews were the defining moment in the selection of the nominees. The interview panel comprised GRM staff and the NZAID manager, and it took two days to interview 23-24 shortlisted applicants. They strongly recommend that the interview process continues, including NZAID representation on the interview panel.

Of the 15 priority and six reserve applications sent to Scholarships Unit for placement, seven applications were declined and one was later withdrawn by GoPNG. It is interesting to note that six applications were declined due to insufficient English language proficiency (see below). This compares to four applications declined the previous year for not meeting the academic admission criteria for postgraduate study, and one withdrew to take up an AusAID scholarship¹⁹. Over the past three intakes, six applicants have declined a NZAID scholarship offer to take up other donor scholarships (Table 1, Annex 8).

3.5.2 NZDS IELTS testing

English language testing for shortlisted candidates from PNG was first mooted by Scholarships Unit in 2005 due to the high number of scholarship terminations and anecdotal feedback from institutions of the academic difficulties experienced by PNG awardees. IELTS testing was suggested to assess candidates' English language proficiency during the selection process, with the aim of providing academic English language training, if needed, prior to candidates starting their main qualification.

During the interview process in 2006, the panel identified 17 candidates who should undertake an IELTS test²⁰, which NZAID funded. (As NZAID did not adequately identify the costs associated with the testing in the contract, GRM had to seek approval from Post for funding to cover the additional costs of bringing shortlisted applicants to Port Moresby to be tested.) The results of the IELTS tests (and the level of study) are shown in Table 1. The first 13 candidates in the table were offered a NZDS.

Table 1: IELTS results for the 2006 shortlisted NZDS-Public candidates

Approved applications Level of study awarded	Listening band	Reading band	Writing band	Speaking band	Overall IELTS score
PostGradCert > PhD (Forestry)					Not required: Masters degree from US
BSc (Plant/Crop Science)	6.0	5.5	7	6	6.0
Bachelor of Veterinary Science	6.0	5.5	6	7	6.0
PGDip>Master of Philosophy (Dev Studies)					Not required

¹⁹ Another three applications were never sent to Scholarships Unit because of communication difficulties experienced by NZAID staff at Post with the nominating authorities.

²⁰ Some shortlisted candidates, including academic staff, were precluded from having to undertake the IELTS test.

PGDip>Master of Arts (Social Work)	7.0	6.0	8	8	7.5
BSc (Environmental Health)	5.5	6.0	6	7	6.0
PostGrad Diploma in Development Studies					Not required: first degree from Massey
Master of Health Science (Medical Radiation Tech)	7.0	6.5	8	8	7.5
Master of Health Sciences	5.0	5.0	6	6	5.5
Master of Forestry Science	5.5	5.0	7	7	6.0
Master of Forestry Science	3.0	5.5	7	7	5.5
PGDip>Master of Education (ECH)					Not requested as academic staff
Bachelor of Health Science (Env. Management)					Not required
Declined applications	Listening band	Reading band	Writing band	Speaking band	Overall IELTS score
Level of study requested					
Masters – probable decline because of IELTS	6.0	4.0	6	7	6.0
Bachelors – withdrawn by GoPNG	5.5	5.5	6	6	6
Bachelors – declined twice on IELTS	4.5	6	5	6	6.0
Bachelors – declined on IELTS	3.5	5.5	3	6	4.5
Bachelors - declined on IELTS	4.5	4.5	5	6	5.0
Masters – declined on IELTS	4.5	4.5	5	6	5.0
Bachelors – declined on IELTS	4.5	6	5	7	5.5

Note: Bolded numbers indicate IELTS band scores at a level generally not accepted for admission to tertiary level study in New Zealand

New Zealand tertiary education institutions require applicants whose first language is not English to provide evidence of English language proficiency. For undergraduate study, the standard is generally a score of 6.0 overall in an IELTS test, with a minimum score of 6 in the writing band; for postgraduate study, the standard is an overall IELTS score of 6.5, with no band less than 6²¹. IELTS interprets users with band levels of 6 (which generally meets New Zealand institutions' undergraduate admission criteria) as having some "inaccuracies, inappropriacies and misunderstandings" in their use of academic English language. The band descriptor for a 5 in the IELTS test reflects a 'modest user', and is at a standard lower than that required for admission to university study: "Has partial command of the language, coping with overall meaning in most situations, though is likely to make many mistakes. Should be able to handle basic communication in own field."

In general, New Zealand tertiary institutions do not require PNG nationals to provide evidence of English language proficiency as they are educated in the medium of English. However, as IELTS results were provided with their NZDS application forms, four priority candidates and two reserve

²¹ Candidates are tested in academic reading, writing, listening and speaking. Results from the individual bands are collated to provide an overall score.

candidates (whose results are shown in the lower half of the table) were declined a place at a New Zealand institution as the IELTS score did not meet the institution's English language proficiency admission criteria²². It is a major concern that one university admitted three candidates to postgraduate study who have IELTS bands between 3.0 (an 'extremely limited user') and 5.5, and who do not meet the university's standard English language requirements for postgraduate study. Scholarships Unit will need to carefully monitor their progress.

Results provided through the IELTS tests, as seen in the table above, show a generally poor level of academic English language proficiency in this PNG cohort. Transposing this information to previous intakes, poor academic English language levels could have been a major contributor to the high number of scholarship terminations experienced by PNG awardees. The IELTS testing undertaken in Port Moresby in 2006 can therefore be seen as a very important initiative, which would have been unlikely to proceed outside the contract with GRM because of the logistical arrangements required to organise the testing and the limited staff resources at Post.

Due to the variation in the IELTS results, and to take advantage of having all shortlisted applicants in Port Moresby for interviews and the proposed information session (see 3.8.3), all shortlisted applicants should be required to undertake the IELTS test. This will identify those who need assistance in academic English language prior to commencing their main qualification. To address this need, the review suggests that shortlisted candidates who do not meet institutions' English language proficiency criteria but have a minimum IELTS score of 5.5 across all bands are provided with up to six months English language training at the relevant institution in New Zealand. This will have financial implications for the PNG programme budget for scholarships.

Recommendation 7: The PNG programme to approve GRM arranging IELTS testing for all shortlisted applicants (up to 30 candidates, as per the contract), regardless of professional background. (If approved, GRM to subsequently provide a revised budget for associated costs, as per Recommendation 14 below.)

Recommendation 8 The PNG programme to agree that, and ensure there is budget support for, candidates who do not meet the English language proficiency criteria of the relevant institution (but who have a minimum IELTS score of 5.5 across all bands) can undertake up to six months, New Zealand-based English language training.

Action 17: If agreed, Scholarships Unit to request institutions to include preparatory English language training for candidates in the placement advice, where applicable, to pre-empt the application being declined.

Action 18: GRM to book the IELTS test for 30 candidates by early April to meet the NZDS selection timeline.

Note: PATTAF trialled an eight week English for Academic Purposes (EAP) course in PNG a couple of years ago for shortlisted ADS awardees but AusAID was reluctant to continue the programme due to the high cost. They continue to provide an in-country computer training programme prior to departure.

Action 19: Post and Scholarships Unit to discuss the advantages of developing an in-country EAP preparatory programme for all new NZAID awardees.

3.5.3 Gender

Thirty-one percent (102) of NZDS EOIs were submitted by female applicants. Of the 21 NZDS applications sent to Scholarships Unit for placement, only six applications were from

²² In their selection evaluation report, GRM reported that in relation to the IELTS tests, 'only one applicant performed unsatisfactorily'. GRM have since been advised of New Zealand tertiary institutions' English language requirements.

female applicants. This clearly does not adhere to NZAID's policy that equal numbers of scholarships are to be offered to male candidates and female candidates. The contract states that, "The Contractor will be responsible for striving to ensure that this target is achieved". GRM says there are a number of factors which compound the issue of fewer females applying for NZAID scholarships, including that females are less well educated than males in PNG, they are the primary caregivers, and they are dominant in certain sectors (such as health and education), where training may be available in PNG. Another factor may be that as the AusAID selection meetings are held prior to the NZDS meeting, a greater proportion of qualified female candidates may be offered an ADS.

GoPNG policy requires that donor scholarship must be shared equally on a 50 percent basis for gender balance, and that training managers should respect this policy²³. AusAID addresses different training needs with a range of training and study modes, such as the very successful mixed mode and distance education nursing and education programmes facilitated by PATTAF. NZAID should consider developing an approach to work with relevant organisations to provide gender-appropriate training and to encourage a better response from females.

Recommendation 9: Post to prepare an interim strategy by July 2007, in consultation with the nominating authorities and GRM, to encourage a better response rate from female applicants with involvement in the priority sectors.

3.5.4 Unemployed applicants

NZAID criteria states a 'preference' for PNG applicants to be employed (so that the scholarships respond to organisational as well as individuals' professional needs), but it does not specifically exclude unemployed applicants. GoPNG policy allows for unemployed people to be considered for training through the informal private sector category, and one NZDS was awarded to an unemployed person in 2006. Flexibility may be required around this policy because of the large number of well-qualified project workers who may only have the opportunity to be employed on short term contracts. As applicants are considered on merit against agreed selection criteria, it is likely that only those with a high chance of re-employment will be considered for a scholarship. NZAID requires that the reasons why an unemployed person is shortlisted are well-documented.

3.6 Timeliness of Communication during Placement Process

3.6.1 Placement of NZDS nominees

Due to a misunderstanding, GRM did not meet the deadline for NZDS applications to be submitted to Scholarships Unit and the applications were not received in Wellington until mid-September²⁴.

Action 20: GRM to note that shortlisted NZDS priority and reserve applications must reach Scholarships Unit by 31 August annually.

Communication between GRM and the Scholarships Unit placement coordinator was strengthened when the lines of communication between Scholarships Unit, GRM, Post and institutions for the placement stage were clarified. Appended to this report is a list of post-placement functions for the NZDS, and the role/s responsible for each function (Annex 9).

As with previous intakes, placement advice for the 2007 intake continued to be sent very late to GRM, with many nominees not finding out they were to be offered a scholarship until December 2006, and at least two applications still not being placed by February 2007. This was primarily due to applications being declining by the institutions because of low IELTS results, with a

²³ National Training Priorities 2003-2005, p. 25.

²⁴ Note: Post does not need to hold a set of the shortlisted applications, as long as GRM retains full documentation on all shortlisted applications and Post holds electronic information on current awardees.

number of applications being sent to more than one institution to receive a positive placement response. The very late notice of placement advice and scholarship offers was the primary cause for dissatisfaction among the new cohort of NZDS awardees, as it negatively impacted on their pre-departure arrangements. This should be partially addressed by Scholarships Unit requesting English language training at the time of placement for future placement rounds.

3.6.2 Placement of STTA nominees

STTA applications were sent to Scholarships Unit via the NZHC in mid-October, before being forwarded to TTT for placement. By mid-February, only one awardee had been placed. TTT's contract with NZAID states that TTT is required to notify NZAID if unable to obtain placement for STTA nominees within a 30 day period. If the nominee cannot be placed within that time, Scholarships Unit, TTT and Post (in most situations) should discuss withdrawing the application. TTT is clearly not meeting this contractual arrangement, which has implications for the nominees (and their families), the employing organisation (which has endorsed the application for an immediate skills need), NZAID in terms of budget, and GRM from an organisational viewpoint.

TTT endeavours to match nominee's specific skills sets and training needs to appropriate training types and providers, and cites a number of reasons for placement being delayed including: the time it takes setting up new providers for specialised training, especially work attachments and tailor-made programmes; that as many education institutions are closed from late December and throughout January, it is a difficult time to find staff who can progress placement requests; and that as New Zealand training systems and methodology are more advanced compared to training offered overseas, it requires greater creativity in developing an appropriate training package at the right level.

Recommendation 10: Scholarships Unit's STTA coordinator to confirm with Post and GRM the maximum length of time in which TTT is to obtain an appropriate placement for a nominee, after which time the application would be withdrawn.

Recommendation 11: Post, in consultation with Scholarships Unit, GRM and the nominating authorities, to reconsider the timing for submission of nominees' applications to Scholarships Unit (for example, 1 July and 1 February) and, subsequently, the timeline for the STTA selection rounds.

3.6.3 Seeking placement for reserve candidates

For their first NZDS joint selection meeting, the JSC was successful in deliberating a shortlist and selecting priority nominees on merit according to pre-determined selection criteria. Scholarships Unit's experience in seeking placement for nominees from PNG, on the other hand, shows that a higher than average number of applications are declined as they do not meet New Zealand institutions' admission criteria. This has continued to be the case for those shortlisted in 2006. While taking the JSC's deliberations into account, Scholarships Unit should continue to seek placement for both priority and reserve candidates at the same time, in the event that any priority candidates are declined a place. Scholarships Unit should not recommend offering a scholarship to a reserve nominee, unless there are documented difficulties in getting a priority nominee appropriately placed. Through GRM, the nominating authorities (and nominees) should be advised the reasons why a NZDS or STTA application has been declined by Scholarships Unit.

Action 21: Scholarships Unit/TTT to only send placement advice for a reserve nominee to GRM or Post if the nominee is to be offered a scholarship.

Action 22: Scholarships Unit and TTT to provide GRM with substantive reasons as to why priority (or reserve) applications have been declined, for forwarding to the nominee and the relevant nominating authority.

3.6.4 GRM's potential role in NZDS placement function

To improve the timeliness of communicating placement advice and offering scholarships to PNG nominees, it was suggested that GRM consider undertaking the placement functions directly with the institutions, rather than through Scholarships Unit²⁵. To accurately cost this proposed, additional role, GRM requires a defined scope of services detailing NZAID's requirements and expectations. NZAID should undertake a cost-benefit analysis to ascertain the benefits of outsourcing a Scholarships Unit administrative role to GRM, taking into consideration the cost of additional (staff) resources; the training required for GRM to understand and meet NZAID's policy and operational requirements, including training on New Zealand's tertiary education system, institutions' admission criteria and qualifications; additional access to SIMS functions; Scholarships Unit's role in auditing and monitoring GRM's (and the institutions') performance; devising a process for NZAID to continue to approve the placement budgets; the time required for GRM to establish relationships and the associated difficulties of GRM not being 'on the ground', e.g. the unreliability of the PNG communications network and infrastructure; and, not least, the implications regarding devolution of scholarships ownership to GoPNG.

Recommendation 12: Scholarships Unit to develop a scope of services to outsource the NZDS placement role, undertake a cost-benefit analysis, and to discuss this with the PNG programme and Scholarships Consultative Group.

3.7 Facilitating the Scholarship Offer Process

Difficulties around the scholarship offer process related to late placement advice from Scholarships Unit and communication with nominees, as mentioned in section 3.6. Post initiated a discussion around GRM generating and printing out the scholarship offers [letters], and signing them on behalf of NZAID to streamline the process. This function cannot be delegated to non-NZAID personnel so the status quo will continue, with GRM generating the scholarship offers using the placement information provided by Scholarships Unit, and emailing them as attachments to Post to print out and sign.

3.8 Quality of Pre-departure Arrangements

3.8.1 Visa applications and passports

GRM and Immigration New Zealand (INZ) staff at the NZHC developed a good working relationship. INZ was very complimentary of the effort GRM made to find out New Zealand visa policy and requirements, prior to the end of year period when visa applications are submitted. This, and GRM's management and facilitation of the visa application process, resulted in a better quality of visa applications being submitted, with fewer related delays.

Obtaining new passport documents continues to be a problem as the government has insufficient supplies. To circumvent this, GRM will advise shortlisted applicants during the mid-year information session of the necessity to begin the passport application process immediately (i.e. before they are offered a scholarship).

3.8.2 Medical clearance for visa applications

It was difficult for GRM to assist awardees to get the relevant medical clearances for their visa applications. This is compounded by INZ having only two approved panel radiologists to check x-rays, who are both based in Port Moresby, and insufficient panel doctors in provincial areas. This makes it difficult and costly for those living outside Port Moresby to organise medical exams and obtain x-rays. Any x-ray results of concern are sent to New Zealand for a further medical assessment, adding another month to the process. Based on previous experiences with visa application delays, NZAID advises that it can take up to two months to obtain a student visa.

²⁵ Note: PATTAF does not undertake the placement function for ADS.

NZAID will only fund police clearance/character check fees and medical examination and x-ray fees. Awardees are responsible for covering all other costs related to obtaining medical and police clearance, including travel to other centres if needed. GRM are not required to assist awardees with their dependants' visa or travel arrangements, and this role will remain with Post and INZ at the NZHC.

Action 23: GRM to note that NZAID will only pay the medical exam fee and related x-ray costs for the visa application.

Action 24: Scholarships Unit to ensure that Immigration New Zealand in Port Moresby understands NZAID's criteria for awardees with a de facto partner or adopted children.

3.8.3 NZDS Pre-departure briefing (PDB)

Post found the PDB briefing better, and the material provided by GRM to be more professional, than in previous years. GRM will continue to improve the quality of the material provided to the new awardees, e.g. having more information about each city where the institutions are located. A particular aspect of the PDB that worked well and encouraged extensive discussion was GRM enlisting a number of locally-based, former NZAID awardees to attend the PDB and talk about their experiences at their former institutions in New Zealand²⁶. This generated a lot of questions in relation to family issues. The PDB is used to discuss the high financial costs for a family to take up an award, and this practice will continue. (GRM noted that the younger families are more naïve about the likely impact of living in New Zealand with a family.) Having these discussions earlier in the process, i.e. through the proposed mid-year information session, will allow the shortlisted applicants to more fully consider the financial implications of studying in New Zealand – and the negative affect this can have for scholarship recipients and their families – before accepting a scholarship. (A clause advising potential applicants to consider the financial impacts of living in New Zealand has also been added to the NZAID PNG scholarships information sheet, which sits on the scholarships pages of NZAID's website and which is also distributed by GRM to those without access to the internet.)

Action 25: Scholarships Unit to provide feedback on the PDB material used by GRM in 2006 and advise GRM if any additional material should be used.

Although some funding had been provided under the contract budget for the PDB, it was insufficient to cover the full costs, including travel, accommodation and per diems for awardees living outside of Port Moresby to attend. In October 2006, NZAID revised its PDB policy and will no longer pay travel or accommodation costs for NZDS awardees to travel to the main centre [of a country] to participated in the PDB. Some of the information traditionally provided during a PDB may be better received at an earlier stage of the application process.

From 2007, GRM will organise interviews and IELTS testing for all 30 shortlisted candidates to take place in Port Moresby in late June/early July (in line with the agreed NZDS selection timeline). An information briefing session – replacing the current PDB held in January – should be held at the same time with GRM organising the travel, accommodation and per diems for provincial candidates to travel to Port Moresby, funded by NZAID. GRM's role will be to provide a comprehensive overview of the NZDS scholarships scheme, including the terms and conditions and value of the scholarship, and information on living and studying in New Zealand etc, but at the same time making it clear that no scholarships have yet been awarded.

Recommendation 13: The PNG programme agrees to an integrated interview, IELTS testing and information session taking place in Port Moresby mid-year for up to 30 shortlisted NZDS applicants. The PDB session currently held in January to be discontinued in its current format.

²⁶ PATTAF also undertake alumni activities for AusAID.

Recommendation 14: GRM to submit a revised budget for the following associated reimbursable costs:

- i. IELTS test for up to 30 shortlisted candidates
- ii. Return air travel to Port Moresby for shortlisted candidates who live in provincial areas
- iii. Accommodation and per diems (with per diems and maximum cost per night for accommodation, and maximum number of nights, stipulated by Post) for shortlisted candidates from provincial areas to travel to Port Moresby specifically for the interview and IELTS test
- iv. Venue hire, as necessary
- v. Morning/afternoon tea

3.8.4 Short notice for STTA nominees to reach New Zealand

The review found that TTT provided insufficient notice between the time they sent placement advice to GRM, and the date by which time new awardees are required to be in New Zealand. Two of NZAID's focuses for development assistance in PNG are rural economic development and sustainable resource management, and a number of shortlisted nominees for both the NZDS and STTA schemes are likely to be forestry or agricultural field workers. Combined with PNG's poor communications infrastructure, it is therefore extremely difficult and time-consuming for GRM to be able to contact awardees at short notice, especially if they are in the field, and to assist them to complete all their pre-departure arrangements before their arranged travel to New Zealand.

Action 26: TTT to give at least four weeks' notice of the dates STTA awardees are required to be in New Zealand.

3.8.5 Necessity of STTA Pre-departure briefing

There is no apparent advantage in GRM providing pre-departure briefing for STTA nominees, especially as they receive a comprehensive on-arrival briefing. As GRM acts as a liaison point between TTT and the STTA nominees, they are in regular contact and can provide ad hoc advice and support as needed.

Recommendation 15: GRM to no longer provide a formal pre-departure briefing for STTA trainees.

3.9 Quality of Reporting

As required by the contract, GRM sent a selection evaluation report to Post by mid-September with a number of useful recommendations to further enhance the effectiveness in their management of the pre-award processes. No written feedback was provided by NZAID (Scholarships Unit did not receive a copy of the report until February 2007) but the review addressed the outstanding recommendations. From 2007, the submission date for the selection evaluation report should be extended to the end of October to allow GRM to capture the full selection processes. In addition to the EOI data already provided, GRM should include a one page summary in the report which provides the final number of priority and reserve nominees, and their names, gender, their proposed level and area of study or training (identifying the priority sector), and the agency with whom they were employed, by scheme.

Action 27: GRM to submit the selection evaluation report to Post (copied to Scholarships Unit) by 30 October annually (note new date), including a one page summary of relevant statistics for each scheme.

Action 28: Post and Scholarships Unit to provide collective feedback to address GRM's recommendations within three weeks of receipt of the report.

3.10 Financial Management and Reporting

3.10.1 Responsibility for financial management of the contract

The review identified a lack of clarity in relation to actual ownership for financial management of the contract budget for the NZDS and STTA schemes in PNG. This includes responsibility for monitoring actual costs against budgeted costs and for approving individual STTA placement budgets in line with the remaining allocation for the financial year²⁷. The contract is also ambiguous around payment of invoices²⁸. On page 9 it states that, "NZAID Port Moresby will have responsibility for managing the Contract with the Contractor, including ...payment of accounts, financial monitoring and associated tasks." Under Schedule 2, number 6, it states that each invoice must be addressed to the Payments Officer of NZAID's Financial Services Unit (FSU) in Wellington. Post acknowledged that they had not been monitoring the budget.

To address GRM's concern with NZAID's lack of direction, the review recommends that Post is responsible for financial management under their role as contract manager.

Recommendation 16: Post to assume responsibility for financial management of the contract.

The review recommends a new invoice payment procedure. GRM would send the original invoice and receipts to Post, on a monthly or quarterly basis as agreed between GRM and Post. Post would check and confirm that the required outputs have been achieved and forward the invoice and receipts to FSU for recording and sending to the development programme manager to code and sign off. Following sign off, FSU remains responsible for checking that all receipts have been provided as per the invoice and arrange payment. Post does not need to retain a copy of the invoice and receipts, but could keep a photocopy of the top page for their reference.

GRM found the level of receipting needed to claim reimbursable costs, including NZAID's cross-referencing requirements, administratively burdensome and time-consuming. As this is standard practice, NZAID will not be changing this requirement. The contract requires that GRM submit their invoices in New Zealand dollars, but as requested, payment to GRM can be made in Australian dollars.

3.10.2 Reimbursable costs

In some cases, the agreed contract budget for reimbursable costs was insufficient in relation to expected outputs, for example, GRM requested Post to approve additional costs related to provincial candidates travelling to Port Moresby for IELTS testing and the PDB. The contract states that, "NZAID will pay the actual and reasonable recoverable expenses correctly incurred by the Contractor." As long as receipts are provided, NZAID will pay GRM the actual costs in relation to the outputs, even where the actual costs are higher than those agreed in the contract.

The review has recommended that GRM submit a revised budget in line with the revised list of anticipated expenses (Recommendation 14). At the same time, GRM should submit a financial report to Post showing the actual recoverable costs against the budgeted costs, for the period April 2006 to March 2007. Hereafter, the review recommends that GRM submit a financial report every six months, (i.e. September 2007, March 2008, September 2008, February 2009).

Recommendation 17: GRM to submit a six monthly financial report to Post showing actual recoverable costs against budgeted costs in the contract. (The first financial report will be for the period from April 2006 to March 2007.)

²⁷ TTT does not send posts the full placement budget details, only the total cost of the proposed placement.

²⁸ Note: For AusAID contracts, the Post approves payment of invoices.

3.10.3 STTA financial monitoring

Placement budgets for STTA nominees are approved if there is sufficient funding available under the STTA line in the PNG programme budget. During the 2006 placement round, it was unclear as to who is responsible for approving the placement budget against the remaining STTA allocation.

Action 29: Scholarships Unit to clarify responsibility for financial monitoring and management of the STTA allocation for PNG, including the role responsible for approving individual placement budgets.

3.11 Timeliness and Level of Communication with GoPNG and NZAID

GRM played an important role in facilitating communication between Post and the nominating authorities, especially in relation to the selection processes, through innovations such as the development of a timeline for the three stakeholders. In previous years, NTC and DPM had little involvement in the final selection stages and felt out of the communication loop following the submission of shortlisted applications to NZAID. The nominating authorities were generally satisfied with the level of communication around the first year of GRM managing the application and selection processes, and “look forward to more input to work collectively”.

The need for GRM, Post and the nominating authorities to meet to clarify responsibilities and timelines preceding the start of the 2007 selection round was underestimated, however, resulting in both NTC and GRM placing adverts calling for applications. To ensure that communication between the three stakeholders is maintained and improved, it is important that GRM remains responsible for arranging and facilitating an annual meeting in early January before the new selection rounds begin. Topics for discussion at the meeting should include confirming the draft timelines for the NZDS and STTA selection rounds; clarifying roles and responsibilities, including placing advertisements and the distribution and collection of EOIs; and agreeing JSC selection criteria. NZAID would lead the meeting.

Action 30: GRM to facilitate an annual meeting between Post, NTC, DPM and GRM (led by NZAID) to be held in January²⁹, with an agenda drafted by Post and finalised by GRM.

GRM has agreed that it will facilitate operation-related meetings but that NZAID is responsible for instigating and leading government to government meetings to discuss policy in relation to NZAID scholarships for PNG. This includes negotiating (NTC's and DPM's) country-specific selection criteria, and agreeing priority sectors, areas and level of study and training etc. GRM will arrange and attend these meetings, as needed.

3.11.1 NZAID/GoPNG Scholarships Arrangement

Scholarships Unit has drafted a scholarships arrangement detailing NZAID's provision of training and scholarships for PNG, currently excluding in-country training activities. The draft arrangement includes information on the level of funding to be provided for scholarships and training over a five year period, the category and number of awards/scholarships available, agreed selection criteria, and roles and responsibilities. Until NZAID is further able to consider and plan a more integrated approach to provision of training and scholarships for PNG under a HRD framework, including specific objectives for HRD assistance determined and agreed by NZAID and GoPNG, there is little point in finalising a version for agreement between the two governments. The issue of whether an allocated number of NZDS under the Open category is to be included under the PNG programme also supports putting the scholarships arrangement on hold until further discussions can be held within NZAID, and between NZAID and GoPNG.

²⁹ During January, GRM is heavily involved assisting awardees' with their pre-departure arrangements prior to departing for New Zealand.

Action 31: Scholarships Unit to provide a copy of draft scholarships arrangement to PNG country strategy team to draw on in strategic discussions with GoPNG.

4 Objective 2: Pre-award Management of the NZDS-Open Scheme

PNG citizens can apply to undertake postgraduate study in New Zealand under the contestable, NZDS-Open scheme for the Pacific region, independently of their home country scholarships policies and procedures. NZAID shortlists and selects NZSD-Open awardees, in consultation with the relevant Post. The Public and Open categories of the NZDS scheme have the same conditions and eligibility and selection criteria. Across bilateral programmes, differences between the two categories may exist in the selection process, including country-specific criteria, the category of applicant who may apply, and level of involvement of the partner government in the selection processes.

NZAID's Education Strategy (February 2004) aims to 'bilateralise'³⁰ scholarships where possible, including integration of contestable scholarships under bilateral country programmes, so that partner countries can determine the best mix of scholarships and training to address their HRD needs. The review considered whether an allocated number of NZDS-Open scholarships under the PNG programme would deliver a more transparent selection process for GoPNG, and more equitable provision of pre-award services for PNG applicants under both NZDS categories.

Allocating a specific number of NZDS-Open scholarships under the bilateral programme would ensure that GoPNG is aware of the full provision of NZAID scholarships to PNG, including the agreed annual allocation of NZDS-Open scholarships over a five year period. There would be greater transparency in sharing information about applicants, and their employing organisations, meaning that the scholarships could be attributed against the organisational Three Year Training Plans; tying the scholarships to the organisation and national training needs, rather than predominantly to individual aspirations. The joint selection process would ensure that the scholarships would better match the proposed study to the priority sectors, and with better targeting, could assist in capacity building of key agencies linked to the PNG programme's development assistance.

The nominating authorities are very supportive of the inclusion of NZDS-Open scholarships under the PNG programme, and recognise the increased benefits to the individual and to GoPNG's HRD needs. Without employer/government endorsement of the scholarship application, awardees are not entitled to continue receiving their salary and are required to resign from their organisation. This questions the level to which an awardee can address specific organisational skills shortages or HRD requirements on their return home.

Allocating NZDS-Open scholarships under the PNG programme would have implications regarding the level of GoPNG involvement in decision making around the NZDS-Open scheme including the selection processes. To ensure transparent selection processes should the concept proceed, one option is for GRM to place the advertisements calling for applications (and undertake any other promotional activities as agreed with Post), distribute and receive EOI forms, and vet them according to NZAID's eligibility and selection criteria. Following these steps, it is logical for NZDS-Public and NZDS-Open applicants to be shortlisted at the same selection meeting (i.e. the nominating authorities would have a role in shortlisting and selecting NZDS-Open candidates, along with Post and GRM). All shortlisted Public and Open candidates would undergo the same pre- and post-placement procedures, including interviews, IELTS testing,

³⁰ This refers to NZAID allocating a specific number of NZDS-Open awards to a country programme, as currently occurs with NZAID's bilateral programmes for Asia. While the partner government is aware of the full allocation of scholarships funded by NZAID under the programme and provides information on the awardees, the partner government is not necessarily involved in the selection of awardees. Bilateralisation encourages better linking of scholarships to the country's HRD training needs and/or NZAID's development assistance focuses in that country.

information briefing and – if offered a scholarship – receive assistance with pre-departure arrangements.

Scholarships Unit is presenting a paper within NZAID regarding the allocation of NZDS-Open under bilateral Pacific country programmes, and further consultation needs to take place internally around this proposal. The PNG programme team needs to consider the advantages (and disadvantages) of allocating NZDS-Open under the PNG country programme, including how these scholarships would fit into the suggested HRD framework. At the same time, NZAID should undertake a cost-benefit analysis of outsourcing the pre-award processes to GRM.

During 2007, Post has indicated that it wants to bed in the processes established in 2006 to manage the NZDS-Public scheme. Substantial work also needs to be undertaken to develop a strategic approach to utilising STTA awards for PNG. If it is to proceed, allocating NZDS-Open scholarships under the PNG programme, with the possibility of GRM managing the pre-award processes, should be considered for a 2008 start date.

Recommendation 18: PNG programme team to discuss, in consultation with Scholarships Unit and the Scholarships Consultative Group, the possible allocation of NZDS-Open scholarships under the PNG programme.

Recommendation 19: Scholarships Unit and PNG programme to undertake a cost-benefit analysis of outsourcing NZDS-Open pre-award processes to GRM.

Action 32: Scholarships Unit to provide GRM with a detailed scope of services for costing the management of pre-award processes for the NZDS-Open.

5 Objective 3: Scope for NZAID to Harmonise Scholarships Processes with AusAID

The review considered whether NZAID and AusAID could harmonise pre-award processes of the NZDS and ADS schemes. The AusAID staff responsible for ADS for PNG were in Canberra when the reviewer was visiting Port Moresby, and the review questions were subsequently addressed by email.

AusAID has extended its contract with PATTAF, the facility which manages Australian scholarships and training for AusAID³¹, to March 2008 while AusAID continues to determine the shape of its scholarships programme for PNG. In 2006, AusAID moved scholarships and short term training from their education portfolio to governance, to 'reflect the broader capacity building/HR strengthening nature of scholarships'.

GRM sees advantages for the two donors to retain separate processes. The ADS selection process is an extensive, time-consuming and laborious process due to the substantially higher number of EOIs received (around 1,500 ADS compared to the 330 received for the NZDS in 2006). The joint ADS selection committee (JASC) meets for 3-4 weeks for the first selection meeting and then again for another 2 weeks for the final selection meeting. The single NZDS JSC meeting takes 2-3 days, and is consequently more flexible in its approach. In addition, AusAID and NZAID currently have incompatible information management systems.

³¹ Originally a third of PATTAF's work was around ADS management. Following mid-term reviews, this has extended to assisting GoPNG agencies to develop strategic plans for HRD and training, and its role has been extended to develop customised training courses for specific agencies and activities (e.g. public sector capacity building). PATTAF is involved in alumni activities for former PNG recipients of Australian scholarships and has recently been tasked to facilitate the in-country management of the Australian Leadership Awards, but the scope of their involvement with this scheme is still being ironed out.

It is therefore highly unlikely that AusAID and NZAID will be in a position to discuss harmonisation of scholarships processes during the current GRM contract period. At a minimum, NZAID and AusAID have both expressed willingness to share information, and NZAID (Post) will remain in contact with their AusAID counterparts regarding the progress of how the Australian scholarships programme will be managed in PNG.

6 Annexes

Annex 1: Contract scope of services

The scope of services comprises eight tasks:

Task 1: Promotion of NZDS and STTA schemes to eligible candidates

In consultation with the Papua New Guinea Government nominating authorities, to achieve sufficient numbers of high quality nominees to meet the goal, purpose and objectives of the NZDS and STTA schemes.

Task 2: Management of application process

To distribute and receive, record and manage NZDS and STTA applications.

Task 3: Shortlisting, ranking and selection of NZDS candidates

In consultation with the Joint Selection Committee (JSC), to shortlist, rank and select high quality candidates who are able to achieve the proposed New Zealand undergraduate or postgraduate qualification, within the minimum time specified.

Task 4: Shortlisting, ranking and selection of STTA candidates

In consultation with the JSC, to shortlist, rank, interview and select high quality candidates who are able to undertake the proposed New Zealand training within the minimum time specified.

Task 5: Role in placement of NZDS nominees in New Zealand tertiary institutions

To liaise with the Scholarships Placement Coordinator in NZAID's Scholarships Unit Wellington regarding placement of nominees in a New Zealand qualification appropriate to their needs and to the identified HRD training needs of Papua New Guinea.

Task 6: Role in placement of STTA nominees in New Zealand

To liaise with NZAID's Management Services Contractor (MSC) in New Zealand who will identify and select the most appropriate provider to deliver the requested training programme.

Task 7: Pre-departure arrangements

To assist awardees in their pre-departure preparations for New Zealand, including assistance with visa applications, travel arrangements for NZDS awardees, and undertaking the pre-departure briefing.

Task 8: NZDS and STTA scheme management

To efficiently and effectively manage the in-country, pre-award functions of the NZDS and STTA schemes in Papua New Guinea.

Annex 2: GRM contract review terms of reference

Review of the contract for the In-Country Management of the NZAID New Zealand Development Scholarships and Short Term Training Award schemes in Papua New Guinea

1 Background

Under NZAID's bilateral development assistance programme for Papua New Guinea (PNG), up to 15 New Zealand Development Scholarships in the Public category (NZDS-Public) are offered annually to eligible citizens of PNG. The purpose of the NZDS scheme is to provide selected individuals with knowledge and skills to contribute to the sustainable development of key sectors in their home country, with the aim of reducing poverty, promoting good governance, and contributing to the human resource base of targeted countries. The scholarships are offered for full-time, tertiary level study in New Zealand. The fields of study for which scholarships are awarded to PNG candidates are linked to PNG's Medium Term Development Strategy, National Strategic Development Plan and Human Resources Planning Framework and/or NZAID's priority development sectors under the PNG Programme³².

In addition, up to NZ\$250,000 is allocated annually to fund PNG citizens to undertake short-term, vocational training in New Zealand through the Short Term Training Award (STTA) scheme. Again, training is linked to human resource development needs identified by the Government of PNG (GoPNG) and NZAID.

A Port Moresby-based contractor, GRM International, was engaged in March 2006 to manage the in-country, pre-selection processes of the NZDS-Public and STTA schemes for PNG. The primary purpose of the contract was to improve the efficiency and effectiveness of the management of pre-selection scholarships processes in PNG and thereby improve the quality of applications. This was to include better targeting of NZAID scholarships to key agencies with which NZAID works in PNG, clearer selection processes agreed with GoPNG and NZAID, and improved communication. Key stakeholders include the GoPNG nominating authorities (National Training Council (NTC) and the Department of Personnel Management (DPM), NZAID PNG programme staff (in Port Moresby and Wellington), NZAID's Scholarships Unit, the Management Services Consultant (MSC) for STTA management (Training and Technology Transfer Ltd – TTT), and prospective scholarships applicants. Prior to the contract, the pre-selection scholarship processes were undertaken by NZAID staff in Port Moresby.

2 Purpose of the review

The three-year contract with GRM includes provision for a 'substantial' review at the end of 2006, possibly resulting in a renegotiation of the scope of services and budget. This timing was to coincide with the outcome of AusAID (Port Moresby) re-tender for in-country management of Australian Government scholarships for PNG. NZAID and AusAID had initiated discussion in late 2005 around aligning pre-selection scholarships processes of the Australian Development Scholarship (ADS) scheme and the NZDS scheme. In addition, the annual cycle of tasks to manage the scholarships application and selection round starts in January and it was anticipated that any recommended changes to the scope of services tasks could be implemented before the cycle began. Resourcing constraints have prevented NZAID from initiating the review before February.

The primary purpose of the review is to assess GRM's first-year performance against the scope of services in the contract, including the positive and negative impacts of the arrangement and to determine whether any of the agreed tasks need refining. The review will also consider extending the tasks in the contract to include management of the pre-selection processes for the New

³² Rural economic development, basic education, primary health, strengthening civil society, and sustainable resource management.

Zealand Development Scholarships in the Open category (currently a contestable regional scholarships scheme), should the programme agree with GoPNG to 'bilateralise' the NZDS-Open scholarships. Finally, the review seeks to identify whether there is scope for NZAID to align any of its pre-selection scholarships processes with AusAID for the remaining term of the contract.

The report following the review will be distributed to the key stakeholders identified above, and to other NZAID groups (in particular, AIDPAC and SAEG).

The findings from the review will be used to refine the pre-selection tasks for the NZDS and STTA schemes in PNG. They will also be used to progress discussions with AusAID around alignment of scholarships offered to PNG and to feed into wider discussions around NZAID's capacity building activities in PNG.

3 Scope of the evaluation

The review will assess the contractor's performance during the first year of the contract, with a focus on further improvement of the agreed scope of services for the remaining term of the contract. It will include consideration of the contractor undertaking the pre-selection processes of the NZDS-Open for PNG citizens, and alignment of scholarships processes with AusAID's processes.

4 Objectives

Each question will have a number of more specific questions to allow the reviewer to guide the interviews and meetings.

4.1 Assessment of GRM's performance during the first year of the contract will be measured against the questions below.

i. What have been the key positive impacts and key negative impacts of GRM's in-country management of the NZDS and STTA schemes in relation to:

NZDS – promotion of the availability of the scholarships, management of the application process, facilitation of joint selection committee meetings, success in matching selected applicants to target sectors/agencies, quality of shortlisted applications, timeliness of communication with NZAID Scholarships Unit for placement of nominees, facilitating the scholarship offer process, quality of pre-departure arrangements, quality of reporting, financial management and reporting, and timeliness of communication with GoPNG nominating authorities and NZAID.

STTA – promotion of availability of scholarships, management of the application process, facilitation of joint selection committee meetings, shortlisting and selection of applicants according to target sectors/agencies, timeliness of communication with TTT for placement of nominees, facilitating the scholarship offer process, necessity of pre-departure arrangements, quality of reporting, financial management and reporting, and timeliness of communication with GoPNG nominating authorities and NZAID.

ii. Considering the positive and negative impacts, has GRM effectively and efficiently managed the pre-selection processes for the NZDS and the STTA (including managing the contract within the agreed budget) during the first year of the contract?

iii. What, if any, improvements could be made in the implementation and management of the contract?

4.2 Consideration of GRM undertaking the pre-selection management of the NZDS-Open scheme, should these awards be 'bilateralised' under the PNG programme, will focus on the following questions:

- i. How will the inclusion of NZDS-Open scholarships under the PNG programme provide a more transparent and equitable provision of services for PNG applicants and for GoPNG?
 - ii. What is the likelihood that this initiative will improve the quantity and quality of NZDS-Open applications, in particular from targeted agencies and for agreed priority sectors?
 - iii. In principle, do key stakeholders, including GoPNG, support the inclusion of the NZDS-Open scholarships under the PNG programme?
- 4.3 Identification of whether there is scope for NZAID to align any of its pre-selection scholarships processes with AusAID for the remaining term of the contract, will focus on the following questions:
- i. Has AusAID determined the shape of the management contract for the ADS offered to PNG?
 - ii. Are there similar processes where NZAID could align its NZDS pre-selection processes with AusAID's?
 - iii. Does AusAID see merit in progressing discussions towards alignment of scholarships processes in PNG?

5 Methodology

The review will ensure that key stakeholders involved in NZAID scholarships to PNG are offered the opportunity to fully participate in the review process.

6 Review management

The review will be undertaken by a NZAID Scholarships Unit staff member. In-country guidance will be provided by the NZAID manager responsible for scholarships.

The reviewer will visit Port Moresby from 13 to 16 February 2007 to:

- meet with NZAID staff responsible for scholarships to discuss the extent of their involvement with the NZDS and STTA schemes during 2006;
- interview key staff of GRM involved in NZAID scholarships management to closely discuss the contract's scope of services and to gather qualitative and quantitative data on applications received during the 2006 selection rounds;
- meet with AusAID staff involved with scholarships to discuss their plans for scholarships management in PNG;
- meet with staff from the two nominating authorities for their views on partner government involvement in the selection processes; and
- with the NZAID manager, debrief GRM on the anticipated recommendations of the review on the final morning in Port Moresby.

On return to Wellington, the reviewer will:

- meet with the MSC of the STTA scheme, TTT, for their views on GRM's performance in managing the STTA pre-selection processes in PNG;
- with the manager of the Scholarships Unit, hold discussions with the PNG programme team and team leader around the inclusion of NZDS-Open under the PNG country programme strategy; and
- if time permits, send a questionnaire to new awardees from PNG who were selected during GRM's first year of management of the NZDS and STTA schemes to gauge their views on the management of the pre-selection processes.

The GRM/NZAID contract, selection reports generated by local NZAID staff in 2004 and 2005 and GRM last year, and Scholarships Unit placement data will be used to support findings. The scope of services from the original contract is in Annex 1.

The draft report will be emailed to the NZAID manager in Port Moresby, the development programme manager in Wellington, and GRM by 28 February for comment.

7 Reporting requirements

A written report will be drafted within a fortnight of the review meetings. It is anticipated that the final report will be distributed by email to key stakeholders (identified under the Background section above) by 2 March. The NZAID manager in Port Moresby will be responsible for meeting with the nominating authorities and GRM to discuss recommendations of the report. NZAID staff in Port Moresby will also be responsible for ensuring that any agreed recommendations relating to the contract are enacted.

Annex 3: Collated awardee questionnaire responses

1. How did you hear about applying for a NZDS scholarship?

Newspaper – please specify which one: **7** (Post Courier 4; National 2 (+2); Newspaper advertisement)

Your employing organisation/your employer: **2** (+1)

You know someone on a NZAID scholarship: **0**

Other – please specify: **2** (+2)

Bracketed numbers indicate more than one box was ticked

Comments:

Others applying for AusAID so I applied (bid) for NZDS without any information.

Information from friend not on NZAID scholarship

Co-workers

Philip Yendewe – NZAID PNG Rep!

2. Was the type and level of information provided by GRM in relation to the application process (e.g. their responses to your enquiries, information about applying for a scholarship, information about NZDS scholarships):

Very good information: **10**

Good information: **1**

Poor information: **0**

Comments:

This depends very much on who the particular person who is dealing with NZDS application process for shortlisted. Others may have different approach [*also see question 4 below**]

The program coordinator always did follow-up and ensured I was kept up to date with information, regarding my scholarship etc

I found out later here in New Zealand that my medical check was to be paid by NZAID but met the costs myself. Information on whether I was awarded a scholarship did not reach until the second week of December 2006. Not enough time.

The level of information is accurate and up to date.

3. During the application process (that is, up to the time that you heard that you were shortlisted for a scholarship), how timely did you find GRM's communication with you:

Very good/very timely: **7**

Good/timely: **3**

Poor/not timely: **1**

Comments:

I was told that I'll be notified in October 2006 or first week of November 2006 but instead, it was very late. I was notified in last week of December 2006. Hence, I don't have enough time to get myself organised. Things were in rush.

Was informed timely up until I was informed about me been shortlisted and had to proceed on to completing application.

Late notification, and I was not given enough time to read through documents provided and sing. Preparation was short given the situation in which PNG systems are very slow (police check, etc

Did very well – well done.

4. **Was the type and level of information provided by GRM in relation to your scholarship offer and pre-departure arrangements (e.g. how the scholarship offer was relayed, information on how to accept the scholarship, how to arrange your visa and details about your travel arrangements etc):**

Very good information: **9**

Good information: **2**

Poor information: **0**

Comments:

Same as (2) above [*]. particular person (Karai) has been so helpful to ensure everything was done according to requirement.

Did a excellent work!

Very well arranged.

5. **During the shortlisting and pre-departure stages (i.e. from the time you sent your NZDS application to GRM until your departure for New Zealand), how timely did you find GRM's communication with you:**

Very good/very timely: **8**

Good/timely: **3**

Poor/not timely: **0**

Comments:

Was timely but due to place of my work distance had to travel in several times on my own costs, a month earlier to Port Moresby.

Very often – through email, fax + phone – very efficient

6. **Do you have any concerns with the services provided by GRM (in relation to your scholarship)?**

No: **6**

Yes: **3**

Comments:

Yes, it was in regard to my scholarships, university wanted to contact me, to see if I understood what postgrad diploma program was. In that it lead to Masters program. Since I was not sure I only applied for postgrad and not Masters, which was ideal what I wanted to do. But cause I was unsure of the process I did not apply.

In the future, it will be better if GRM and NZAID notify awardees at least 2? [illegible number] weeks before their departure date. This will help them prepare, and organise themselves before they travel.

They should continue to do the same. Karai Taukarai service was so nice and he's helpful. Whoever has taken over should continue on from there.

7. **Is there anything in particular that you felt GRM did well or very well?**

No: **1**

Yes: **10**

Comments:

I was financially assisted to recheck my blood investigation at Pacific International Hospital and also with supportive letters from program coordinator to immigration officer. Particularly Mr Karai Taukarai.

Organised everything despite the *fail* [Illegible word] that the students or I am able to fly out of my country to study here.

A particular area I observed GRM did well was the dissemination of information to awardees. It was done through fast mail services and telephone messages.

Karai, in particular would do everything possible about every concern that I brought up to his attention. He would have time and was helpful in providing answers.

I personally feel, their communication, i.e. 'e'mail, phone, one to one, was very good.

Pre-departure stages – Last meeting. I found that to be very helpful, especially the section on 'past-student experinces' Coming two weeks early to university – attend any essential skills orientation.

Positive services, communication and feedback to questions were very good and timely

Ensuring that I got a placing at one of the Learning Institutions in New Zealand; proactiveness in organising the pre-departure meeting and the processing of visa promptly; organising of my departure smoothly from Port Moresby to Brisbane and then from Brisbane to Auckland on to Waikato.

Arrangement of my visa application + medical. [Illegible word] also the selection process is very fairly done and efficiently.

Did very well in all aspects

8. Do you have any suggestions about ways to improve GRM's services?

No: 5

Yes: 5

Left blank: 1

Comments:

No, Excellent job. Continue.

I don't have any suggestions but GRM knows where it went wrong and need to improve this year and years to come.

I suggest that GRM management and operation be strengthened by way of allocating additional resources based on it's future structure.

No, they are doing an excellent job a the moment.

I suggest the pre-departure briefings be held at least 4 days before departure. Ours was held on day before and I felt rushed, with some last minute arrangements, like banking etc

Regular contact on the stages of your scholarship and provide enough time for preparation to leave.

Maintain the standard

No comments to offer at the moment

They should continue to do the same thing. Should also arrange for our spouse and children visa, passport + medical. Should help to renew visa and passport application. Pay for out domestic tickets and accommodation.

Can't think of any based on my recent experiences.

Annex 4: Individuals consulted for the review

Name	Role and organisation
Tessa Te Mata	NZAID Manager, New Zealand High Commission (Port Moresby)
John Koi	Projects Officer, New Zealand High Commission (Port Moresby)
Jeanette Renton	Project Manager, GRM International Pty Ltd (Port Moresby)
Daniel Khaisir	Programme Coordinator, GRM International Pty Ltd (Port Moresby)
Ron Gius	Assistant Director, Private Sector Training, (PNG) National Training Council
Matilda Kowos	Acting Senior Training and Development Officer, (PNG) Department of Personnel Management
Leonard Nagia	Acting Manager, Training and Development Branch, (PNG) Department of Personnel Management
Catherine Thorburn	Immigration New Zealand, New Zealand High Commission (Port Moresby)
Murray McDowell	Operations Executive, Training and Technology Transfer Ltd (Wellington)
Sacha Pointon	Operations Executive, Training and Technology Transfer Ltd (Wellington)
Chris Andersen	Operations Executive, Training and Technology Transfer Ltd (Wellington)
Yvonne Green	AusAID PATTAF Project Manager (Port Moresby)

Annex 5: Key agencies

The Government of PNG and NZAID agreed that scholarship applicants from the following key agencies, linked to NZAID's development assistance for PNG, would be prioritised according to the order below during the joint shortlisting processes for the NZDS and STTA schemes.

- i. Agencies linked to priority study areas: Department of Education, Department of Health, National Training Council, Department of Agriculture and Livestock, and associated provincial departments
- ii. Agencies linked to NZAID development priorities in Papua New Guinea: Fresh Produce Development Agency (FPDA), Wildlife Conservation Society (WCS), Timber and Forestry Training College (TFTC)
- iii. Government agencies linked to development policy: Department of National Planning and Monitoring (DNPM), the Department of the Prime Minister and the National Executive Council (NEC), and Department of Personnel Management (DPM).

Annex 6: STTA post-placement roles and responsibilities

- 1 TTT emails the placement details (including a course outline, if relevant) and travel itinerary to Scholarships Unit (STTA coordinator) and GRM (attention: Daniel Khaisir +675 321 2821).
- 2 Scholarships Unit checks the placement budget against the programme allocation, and the training proposal, before advising GRM and TTT whether the scholarship offer process can proceed. GRM also checks the training proposal for relevancy to the original application.
- 3 If approved, GRM contacts the nominating authority to confirm (by a set date) that the training is acceptable and the award offer can proceed.
- 4 GRM generates the STTA Offer letter for the awardee based on information provided by TTT (e.g. training type, provider, location, start and end dates, travel details etc).
- 5 GRM emails the letter as an attachment to Post (Te Mata). Post (Te Mata) prints two original copies on NZAID letterhead and signs (or, after the establishment of SIMS, GRM generates the scholarship offer and emails to Post to print off on letterhead and sign).
- 6 GRM collects the signed STTA Offer letters from Post and forwards both copies to awardee.
- 7 GRM ensures awardee returns signed confirmation by a set date.
- 8 GRM emails TTT, copied to Post and Scholarships Unit, confirming that the scholarship offer (and training placement) has been accepted.
- 10 GRM emails travel dates to Immigration New Zealand (catherine.thorburn@mfat.govt.nz), by way of advance notice of visa application.
- 11 GRM gets recipient to submit properly completed visa application form to Immigration New Zealand at the NZHC.
- 12 Immigration New Zealand contacts the awardee or GRM (if communication difficulties) with any queries regarding documentation for the visa application or travel arrangements. Queries regarding terms and conditions or NZAID policy are directed to Post (Te Mata).
- 13 TTT contacts GRM with further queries around the training programme or travel arrangements etc, if necessary. TTT and GRM liaise directly on the collection/handover of tickets to the recipients.

Annex 7: Priority fields of study

NZAID scholarship applicants must nominate fields of study that fall within priority sectors as determined by NZAID and the Papua New Guinea Government. Following are the identified priority sectors for NZAID-funded training support for Papua New Guinea nationals:

Rural economic development

Agriculture/forestry/livestock:

- animal and plant health
- analytical and research skills
- community-based economic development
- extension services (strategic or TOT and above)
- food sufficiency
- industrial/commercial development, downstream processing and spin-off industries development
- management, supervision, communication, policy development
- small business development and marketing (strategic or TOT and above)

Basic education

- education administration
- education planning, including curriculum development and monitoring
- education reform
- enhancing teacher training and evaluation
- management and leadership

Primary health

- environmental health
- health planning
- maternal and child health
- nursing
- nutrition
- primary health care

Strengthening civil society

- community based economic and social development
- good governance
- human resource development
- planning and management
- policy formulation
- particularly in the areas of rural economic development, health and education

Sustainable resource management

- development of corporate, policy and training planning capacity
- management and conservation of marine, coastal, land and water resources/areas
- species management
- sustainable development, including eco-tourism, rainforest preservation, forest management and protection and soil erosion control.

Annex 8: Shortlisted NZDS-Public candidates for the 2003-2006 selection rounds

Table 1: Nominated NZDS-Public applications from 2004-2006: Original number submitted and final number awarded

	All shortlisted applications		Declined/Withdrawn	Qualification/schols offered		Subject area	IELTS* level
	Priority	Reserve		Undergrad	Postgrad		
2006 (2007 start)	15: 4 F / 11 M	6: 2 F / 4 M	6 declined: IELTS didn't meet entrance criteria; 1 declined: ineligible 1 withdrawn by GoPNG	4 M	9: 3 F / 6 M	Health: 3 Education: 1 Res. management: 0 Rural economic dev: 6 Civil society: 3	IELTS 6.5: 2 IELTS 6.0: 4 IELTS under 6.0: 2 Not required: 5
2005 (2006 start)	15: 2 F / 13 M	8: 1 F / 7 M	4 declined: didn't meet academic criteria for postgraduate study; 3 applications never sent by Post 1 withdrew: offered AusAID scholarship	2 M	13: 2 F / 11 M (incl. 1 PhD)	Health: 0 Education: 1 Res. management: 1 Rural economic dev: 8 Civil society: 2 Other: 3	IELTS not required
2004 (2005 start)	12: 4 F / 8 M	2: 1 F / 1 M	1 declined: didn't meet academic criteria for undergraduate study 4 withdrew: offered other scholarships (US, AusAID, JICA); 1 didn't provide required information	2 F	8: 1 F / 7 M	Health: 1 Education: 2 Res. management: 2 Rural economic dev: 4 Civil society: 0 Other: 1	IELTS not required
2003 (2004 start)	12: 7 F / 5 M	9: 1 F / 8 M	Information on declined applications not available 4 withdrew: 3 offered AusAID scholarships; 1 due to work commitments	6: 4 F / 2 M	4: 2 F / 2 M	Health: 6 Education: 1 Res. management: 0 Rural economic dev: 2 Civil society: 1	IELTS not required

*International English Language Testing System

Table 2: 2006 Shortlisted NZDS-Public applicants (applications submitted by GRM)

2007 Intake	Level of study	Organisation	Role
M	PostGradCert > PhD (Forestry)	PNG UNITECH	Lecturer (Forestry Economics)
M	BSc (Plant or Crop Science)	Cocoa Coconut Institute of PNG	Assistant Research Officer
M	Bachelor of Veterinary Science	NAQIA	Agriculture Quarantine Officer
M	PGDip>Master of Philosophy (Dev Studies)	UNDP/National Aids Council Secretariat	Project Manager (HIV/AIDS) Support Project
F	PGDip>Master of Arts – Social Work	Previously with World Vision	Unemployed - Previously Senior Program Officer
M	BSc – Environmental Health	Adventist Development and Relief Agency	Health and Water Technical Specialist
F	PostGrad Diploma Development Studies	Peer Education Project, National Aids Council	HIV/AIDS Peer Education
M	Master of Health Science (Medical Radiation Tech)	UPNG	Tutor in Medical Imaging Sciences
F	Master of Health Sciences	Health Dept, Kundiawa Hospital	Nurse Unit Manager
M	Master of Forestry Science	Vanimo Forest Products Ltd	Environmental Monitoring Officer
M	Master of Forestry Science	(West Sepik) Sandaun Provincial Admin	Provincial Forest Planner
M	PGDip>Master of Education (ECH Childhood)	PNG Education Institute	Lecturer
M	Bachelor of Health Science (Env. Management)	Milne Bay Admin	Environmental Health Officer
Declined applications			
Level of study requested			
M	Masters – probable decline because of IELTS	NARI	Agronomist
M	Bachelors – withdrawn by GoPNG	FPCD	Project Field Assistant
M	Bachelors – declined twice on IELTS	Catholic Health Services	Special Project Coordinator (Registered nurse)
M	Bachelors – declined on IELTS	Anglican Health Service	National Coordinator Village Health Volunteer Program
F	Bachelors - declined on IELTS	Manus Provincial Administration	Provincial In-service and Training Coordinator
M	Masters – declined on IELTS	NARI	Agronomist
F	Bachelors – declined on IELTS	St Josephs International Catholic School	Assistant Teacher
F	Diploma - ineligible – not living in PNG	Guala Health Agency, Koroba	Community Health Worker Supervisor

Table 3: 2005 NZDS-Public applicants (applications submitted by NZAID, Port Moresby)

2006 Intake	Level of study	Organisation	Role
F	PGDip > MAppSc	National Agriculture Research Institute (NARI)	Agronomist
F	MAppSc (Agribusiness)	Dept of Agriculture and Livestock, Manus Provincial Administration	Rural Development Officer and WAG Development Officer
M	PGDip > Master of Technology (Food Process Engineering)	PNG UNITECH	Technical Instructor
M	PGDip > Med (Teaching)	Don Bosco Technical College	Technical Instructor
M	BAppSc (Agribusiness)		
M	PGDip > MSc (Environmental Management)	NARI	Scientist
M	PGDip – Commerce	Information not available	Information not available
M	MA (Development Studies)	Corporate Services Division, Oro Provincial Administration	Acting Provincial Staff Development Officer
M	PGDip > Masters of Management (HRM)	Oro Provincial Administration	Acting HRM Adviser
M	MSc (Biological Sciences)	Wildlife Conservation Society	Staff Biologist
M	PhD – International Rural Development	University of Vudal	Lecturer – Agricultural Management and Extension
M	Master of Forestry Science	Wildlife Conservation Society	Research Intern
M	GradCert>PGDip>MSc (Plant)	NARI	Junior Plant Pathologist
M	BA + PGDip Social Work	Office of Urbanization	Assistant Research Officer

Table 4: 2004 NZDS-Public applicants (applications submitted by NZAID staff, Port Moresby)

2005 Intake	Level of study	Organisation	Role
M	PGDip > MAppSc (International Rural Dev)	Previously with Palm Investments Ltd	Unemployed – previously Agricultural Marketing Officer
M	Master in Resource and Environmental Planning	Dept of Timber Works, Sandaun Province	Eco-forestry/Conservation Officer
M	PGDip > MSc (Environmental Science)	Water Resources Management, Dept of Environment and Conservation	Senior Water Resource Planner
M	PGDip > Master of Technology (Food Technology)	Food Processing and Preservation Unit, Dept of Agriculture and Livestock	Food Technologist
F	PGDip > MEd (Inclusive Education)	N/A	Student
F	BSc (Animal Science)	Agriculture Science and Technology Branch, Dept of Agriculture and Livestock	Principal Animal Health Officer
M	PGDip > MEd (Inclusive Education)	N/A	Student
M	GradDipBus > Master of Professional Business Studies (Accounting)	Evaten Enterprises Ltd	Company manager
M	PGDipAppSc (Agribusiness)	NAQIA	Agricultural Quarantine Officer
F	Bachelor of Health Science (Nursing)	Previously with St Margaret's School of Nursing Anglican Health Services	Unemployed - previously a Nursing Tutor and Clinical Supervisor

Annex 9: NZDS post-placement roles and responsibilities

- 1 Scholarships Unit cables placement details to Post, and emails the content of the cable to GRM (danielk@grm.com.au). Note: SIMS will eventually provide these details.
- 2 GRM contacts the nominating authority to confirm (by a set date) that the qualification is acceptable and the scholarship offer can proceed. A letter template is available in Annex 14 of the NZDS Operating Guidelines.
- 3 GRM generates the NZDS Scholarship Offer [letter] for the awardee based on information provided by Scholarships Unit in the placement advice email.
- 4 GRM emails the letter as an attachment to Post (Te Mata). Post (Te Mata) prints two original copies on NZAID letterhead and signs (or, after the establishment of SIMS, GRM generates the scholarship offer and emails to Post to print off on letterhead and sign).
- 5 GRM collects signed NZDS Offer letters from Post and forwards both copies to awardee.
- 6 GRM ensures awardee returns signed confirmation by a date agreed with Scholarships Unit.
- 7 GRM emails Scholarships Unit, copied to Post, to indicate the scholarship offer (and placement offer) has been accepted.
- 8 Scholarships Unit advises the institution, copied to GRM, that the scholarship has been accepted and to request the institution to send relevant orientation and enrolment material to awardee. (GRM may assist as a mailbox if difficulties with communication.)
- 9 Following confirmation of scholarship acceptance, GRM and the institution liaise directly as necessary (e.g. ensuring airport pickup arrangements are in place). GRM may need to copy in Scholarships Unit or Post to assist with any unusual situations.
- 10 GRM arranges travel and emails tentative travel dates to Immigration New Zealand (catherine.thorburn@mfat.govt.nz), by way of advance notice of visa application. GRM also emails travel details to the institution, copied to the Scholarships Unit.
- 11 GRM gets recipient to submit properly completed visa application form to Immigration New Zealand at the NZHC.
- 12 Immigration New Zealand contacts the awardee or GRM (if communication difficulties) directly with any queries re documentation for the visa application or travel arrangements. Queries regarding terms and conditions or NZAID policy are directed to Post (Te Mata). Institutions with immigration queries contact Immigration New Zealand at the NZHC directly.
- 13 Awardees' queries re travel and interpretation of terms and conditions should be directed to GRM. Note: this is transitional as the Post will still provide guidance on some decisions until GRM's knowledge base is built up.

Annex 10: Documents reviewed

GRM (2006), In-Country Management of the NZAID New Zealand Development Scholarships (NZDS) and Short Term Training Award (STTA) Schemes in Papua New Guinea

NZAID (2005), 2005 Study Award Placement Round Report

NZAID (2005), Wrap up Report on the 2004/5 NZAID Study Award Placement Round

NZAID (2006), Wrap up Report on the NZDS Selections and Other Pre-Placement Issues for the 2005 Round

Papua New Guinea National Training Council (2003), National Training Priorities 2003-2005

Annex 11: Glossary

Bilateralisation	Refers to NZAID allocating a specific number of NZDS-Open awards to a country programme, as currently occurs with NZAID's bilateral programmes for Asia. While the partner government is aware of the full allocation of scholarships funded by NZAID under the programme and provides information on the awardees, the partner government is not necessarily involved in the selection of awardees. Bilateralisation encourages better linking of scholarships to the country's HRD training needs and/or NZAID's development assistance focuses in that country.
Human resource development	The development of human capabilities, abilities and knowledge in key sectors to meet the needs of a developing country and its peoples to improve their standard of living and quality of life.
NZDS-Open	New Zealand Development Scholarships in the Open category available to individuals who independently apply for a scholarship, i.e. the scholarships generally sit outside bilateral programmes. Study is generally only available at postgraduate level.
NZDS-Public	New Zealand Development Scholarships in the Public category which sit within bilateral programmes, in agreement with the partner country. This category of scholarship is primarily intended to strengthen public sector capacity but some countries permit individuals from the private and civil society sectors to also apply.
Post	New Zealand Diplomatic Post. In the context of this review, this abbreviation refers to New Zealand High Commission staff involved in NZAID scholarships management and/or administration.
Pre-award	Covers the period from advertising availability of NZAID scholarships and submission of applications, to shortlisting and selecting nominees, to placement of nominees, and up to departure of successful awardees for New Zealand.
Priority sectors	Identified areas for study or training linked to the partner government's HRD needs and/or NZAID's development assistance focuses for that country, agreed by the partner government and NZAID.