



Policy Goals

Status

1. **Autonomy in the Planning and Management of the School Budget**

The Department of Education manages the Fee Free Tuition Policy, which represents the largest share of education financing. School expenditures are determined by the School Learning Improvement Plan (SLIP) committee using the three-year School Learning Plan as a guide and approved by the Board of Management (BoM). Teachers' salary is determined at central level; schools determine salary for non-teaching staff.



2. **Autonomy in Personnel Management**

The Provincial Divisions of Education are responsible for appointing and deploying teaching staff, and the Teaching Service Commission provides final approval. Non-teaching staff are managed by the school.



3. **Participation of the School Council in School Governance**

The education system has a two-layered approach that includes the SLIP committee and the BoM. The SLIP committee is tasked with developing the vision and strategic objectives of the school and the BoM aims to achieve quality assurance. Both entities are representative of the community and school; however, neither uses elections to determine membership.



4. **School and Student Assessment**

Papua New Guinea has both school-based assessment (called Whole School Quality Inspection) and standardized student assessments (diagnostic and achievement-based) to evaluate the effectiveness of the education system and to inform pedagogy to enhance the learning environment.



5. **Accountability to Stakeholders**

Policy and regulations exist to govern school operations and financial management. Insufficient information is provided to parents and education stakeholders in the area of student and school performance, which limits their ability to demand accountability on school performance.



Introduction

In 2011, the World Bank Group commenced a multi-year program designed to support countries in systematically examining and strengthening the performance of their education systems. Part of the Bank's new Education Sector Strategy,¹ this evidence based initiative, called SABER (Systems Approach for Better Education Results), is building a toolkit of diagnostics for examining education systems and their component policy domains against global standards, best practices, and in comparison with the policies and practices of countries around the world. By leveraging this global knowledge, the SABER tools fill a gap in the availability of data and evidence on what matters most to improve the quality of education and achievement of better results.

SABER School Autonomy and Accountability is the first of three SABER domains to be implemented as part of phase two of the Pacific Benchmarking for Education Results (PaBER) initiative. Funded by AusAID, the PaBER initiative aims to link policy with implementation to identify areas to strengthen policy, improve knowledge dissemination, and improve the quality of education and student performance across the Pacific. Specifically, the PaBER project focuses at the primary level of an education system. The project concept and determination of three pilot countries – Samoa, the Solomon Islands, and Papua New Guinea – was agreed upon at the Pacific Forum Education Ministers Meeting of October 11-13, 2010. The project is being coordinated through the Secretariat of the Pacific Board for Educational Assessment (SPBEA).

Country Overview

Papua New Guinea (PNG) received independence from Australia in 1975. The country has a constitutional parliamentary democracy and is a member of the commonwealth.

PNG is the largest developing country in the South Pacific region. It has a landmass of 463,000 square kilometers and comprises around 600 islands. The mainland of PNG, which accounts for 85 percent of the total landmass, has some of the most rugged terrain in the world, with rainforest covering around 75 percent of the area.

PNG is home to approximately 860 different spoken languages, and there is similarly rich diversity in culture and traditions. The total population is approximately 6.5 million. Around 40 percent of the population is under 15 years of age, and the population growth rate is 2.7. Nearly 85 percent of the population lives in rural areas spread across 22 provinces and 89 districts. Providing quality service delivery is both expensive and logistically challenging, which impacts all areas of human development.

PNG is renowned for its abundance of natural resources, including gold, copper, oil, natural gas, timber, and fisheries. However, the country's rugged terrain and poor transportation network has made natural resources difficult to develop. In recent years, the government has opened up markets in telecommunications and air transport, making both more affordable to the people and assisting development of natural resources. The country has a relatively small formal employment sector, with nearly 90 percent of the working population employed by the agriculture sector.

I. Education in Papua New Guinea

At the time of independence the education system largely resembled that of Australia. In 1990/91 the government initiated an Education Sector Review to identify, document, and develop strategies to rectify problems that had become endemic in the system. As a result of this review and associated research papers, an integrated package of strategies was developed which radically changed the education system, and in particular its structure, curriculum, and financing mechanisms.

The result is an education system in PNG that has three levels of governance: national, provincial, and school-

¹ The World Bank Education Sector Strategy 2020: Learning for All (2011), which outlines an agenda for achieving "Learning for All" in the developing world over the next decade.

based. At the national level, the Department of Education (DoE)² is responsible for determining national policies and coordinating their implementation, maintaining national educational standards, and providing professional support and advisory services for educational planning, research, training, and staff development. A great deal of planning and management of basic educational needs, including the establishment and operation of schools, is by law vested with provincial and local level authorities. Parent and school communities are expected to contribute to the development of schools, particularly at the elementary and primary levels.

The National Education Plan for the ten-year period 2005-2014 and the Medium Term Development Plan 2011-2015 articulate the DoE's strategic plans and road map. The primary areas of focus include access, quality, and management and financing of education with specific targets and strategies proposed for each education level.

As of 2009, the education system employed 44,558 teachers and covered around 1.43 million students. Presented in Table 1, the PNG school system starts with elementary school which covers students, ages 6-8, primary school, secondary school, and post-secondary school and training for students ages 19 and above.

Table 2 presents select education indicators. Data are not available regarding the level of public expenditure on education and distribution per level. As a result

Level of Education	Ages	Grade (Year)
Elementary School	6 – 8	Elementary Prep – Elementary 2
Primary School	9 – 14	Grades 3 - 8
Secondary School	15 – 18	Grades 9 – 12
Post-secondary School & Training	19 and above	College, University, and Vocational training

Source: data provided by National Department of Education, October 2013

insufficient data are available to fully evaluate the

effectiveness of the education system. Accurate, comprehensive, and timely data collection can promote more effective policy-making.

The pupil-to-teacher ratio at the primary level is 33 to 1, and the gender parity index is 0.9. As of 2007, the primary to secondary transition rate was 54 percent.

II. The Case for School Autonomy and School Accountability

Public Expenditure on Education	
As % of GDP	N/A
As % of Total Government Expenditure	N/A
Distribution of Public Expenditure per Level (%)	
Elementary	N/A
Primary	N/A
Secondary	N/A
Tertiary	N/A
Pupil/Teacher Ratio in Primary	33:1
Primary to Secondary Transition Rate, 2007	54%
Gender parity index (primary level)*	0.9

Source: data provided by National Department of Education, October 2013; *World Bank Education Statistics, 2008

School autonomy and accountability are key components of an education system that ensure educational quality. The transfer of core managerial responsibilities to schools promotes local accountability; helps reflect local priorities, values, and needs; and gives teachers the opportunity to establish a personal commitment to students and their parents (Box 1). Benchmarking and monitoring indicators of school autonomy and accountability allows any country to rapidly assess its education system, setting the stage for improving policy planning and implementation.

School autonomy is a form of a decentralized education system in which school personnel are in charge of making most managerial decisions, frequently in partnership with parents and the community. More local control helps create better conditions for improving student learning in a sustainable way, since it gives teachers and parents more opportunities to develop common goals, increase their mutual commitment to student learning, and promote more efficient use of scarce school resources.

² Universities and research institutes belong to the Office of Higher Education.

Box 1: What are School Autonomy and Accountability?

School autonomy is a form of school management in which schools are given decision-making authority over their operations, including the hiring and firing of personnel, and the assessment of teachers and pedagogical practices. School management under autonomy may give an important role to the School Council, representing the interests of parents, in budget planning and approval, as well as a voice/vote in personnel decisions. By including the School Council in school management, school autonomy fosters accountability (Di Gropello 2004, 2006; Barrera, Fasih and Patrinos 2009).

In its basic form **accountability** is defined as the acceptance of responsibility and being answerable for one's actions. In school management, accountability may take other additional meanings: (i) the act of compliance with the rules and regulations of school governance; (ii) reporting to those with oversight authority over the school; and (iii) linking rewards and sanctions to expected results (Rechebei 2010).

To be effective, school autonomy must function on the basis of compatible incentives, taking into account national education policies, including incentives for the implementation of those policies. Having more managerial responsibilities at the school level automatically implies that a school must also be accountable to local stakeholders as well as national and local authorities. The empirical evidence from education systems in which schools enjoy managerial autonomy is that autonomy is beneficial for restoring the social contract between parents and schools and instrumental in setting in motion policies to improve student learning.

The progression in school autonomy in the last two decades has led to the conceptualization of **School-Based Management (SBM)** as a form of decentralization in which the school is in charge of most managerial decisions but with the participation of parents and the community through school councils (Barrera, Fasih and Patrinos 2009). *SBM is not a set of predetermined policies and procedures, but a continuum of activities and policies put into place to improve the functioning of schools, allowing parents and teachers to focus on improvements in learning.* As such, SBM should foster a new social contract between teachers and their

community in which local cooperation and local accountability drive improvements in professional and personal performance by teachers (Patrinos 2010).

The empirical evidence from SBM shows that it can take many forms or combine many activities (Barrera et al. 2009) with differing degrees of success (see Box 2). Unless SBM activities contribute to system closure, they are just a collection of isolated managerial decisions. The indicators of SBM that relate to school quality must conform to the concept of a system, in which the presence or absence of some critical components within the system allow or preclude system closure.

Box 2: Different paths to School-Based Management are fine as long as they allow for system closure

In many countries the implementation of SBM has increased student enrollment, student and teacher attendance, and parent involvement. However, the empirical evidence from Latin America shows very few cases in which SBM has made a significant difference in learning outcomes (Patrinos 2010), while in Europe there is substantial evidence showing a positive impact of school autonomy on learning (Eurydice 2007). Both the grassroots-based approach taken in Latin America, where the institutional structure was weak or service delivery was hampered due to internal conflict, and the operational efficiency approach taken in Europe where institutions were stronger, coincide in applying managerial principles to promote better education quality, but driven by two different modes of accountability to parents and the community. One in Latin America where schools render accounts through participatory school-based management (Di Gropello 2004) and another in Europe where accountability is based on trust in schools and their teachers, (Arcia, Patrinos, Porta and Macdonald 2011). In either case, school autonomy has begun to transform traditional education from a system based on processes and inputs into one driven by results (Hood 2001).

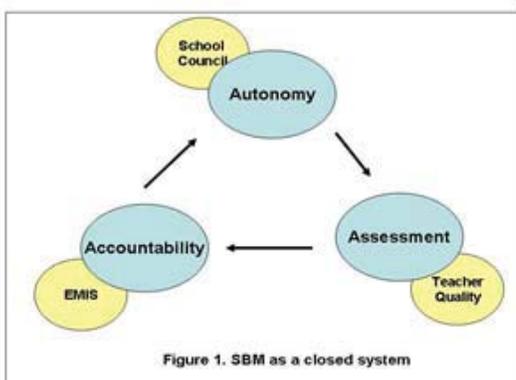
As components of a managerial system, SBM activities may behave as mediating variables: they produce an enabling environment for teachers and students, allowing for pedagogical variables, school inputs, and personal effort to work as intended.

When do SBM components become critical for learning? The improper functioning of a school or a school system can be a substantial barrier to success. The managerial component of a school system is a necessary but

insufficient condition for learning. One can fix some managerial components and obtain no results or alter some other components and obtain good results. What combination of components is crucial for success are still under study, but the emerging body of practice point to a set of variables that foster managerial **autonomy**, the **assessment** of results, and the use of the assessment to promote **accountability** among all stakeholders (Bruns, Filmer and Patrinos 2011). When these three components are in balance with each other, they form a “closed system.”

Defining a managerial system that can achieve closure is conceptually important for school based management, since it transforms its components from a list of managerial activities to a set of interconnected variables that when working together can improve system performance. If an SBM system is unable to close, are partial solutions effective? Yes, in a broad sense, in which schools can still function but their degree of effectiveness and efficiency would be lower than if the system closes. In this regard, **SBM can achieve closure when it enforces enough autonomy to evaluate its results and use those results to hold someone accountable.**

This last conclusion is very important because it means that *SBM can achieve system closure when autonomy, student assessment, and accountability, are operationally interrelated through the functions of the school councils, the policies for improving teacher quality, and Education Management Information Systems* (see Figure 1).



Source: Arcia and others 2011.

Note: EMIS – education management information system.

In managerial terms it is clear that the point of contact between autonomous schools and their clients is primarily through the school council (Corrales, 2006). Similarly, school assessments are the vehicles used by

schools to determine their needs for changes in pedagogical practices and to determine the training needs of their teachers. Both, pedagogical changes and teacher training are determinant factors of teacher quality (Vegas 2001). Finally, the role of EMIS on accountability has been well established and it is bound to increase as technology makes it easier to report on indicators of internal efficiency and on standardized test scores (Bruns, Filmer, and Patrinos 2011).

Results on the Programme for International Student Assessment (PISA) suggest that, when autonomy and accountability are intelligently combined, they tend to be associated with better student performance (OECD, 2011). The experience of high-performing countries³ on PISA indicates that:

- Education systems in which schools have more autonomy over teaching content and student assessment tend to perform better.
- Education systems in which schools have more autonomy over resource allocation and that publish test results perform better than schools with less autonomy.
- Education systems in which many schools compete for students do not systematically score higher on PISA.
- Education systems with standardized student assessment tend to do better than those without such assessments.
- PISA scores among schools with students from different social backgrounds differ less in education systems that use standardized student assessments than in systems that do not.

As of now, the empirical evidence from countries that have implemented school autonomy suggests that a certain set of policies and practices are effective in fostering managerial autonomy, assessment of results, and the use of assessments to promote accountability. Benchmarking the policy intent of these variables using SABER can be very useful for any country interested in improving the performance of its education system.

³ Examples of high performing countries that have implemented school-based management policies and frameworks include the Netherlands, Canada, and New Zealand among others.

SABER School Autonomy and Accountability: Analyzing Performance.

The SABER School Autonomy and Accountability tool assists in analyzing how well developed the set of policies are in a given country to foster managerial autonomy, assess results, and use information from assessments to promote accountability. Below are the five main policy goals that can help benchmark an education system’s policies that enable school autonomy and accountability:

1. School autonomy in the planning and management of the school budget
2. School autonomy in personnel management
3. Role of the School Council in school governance
4. School and student assessments
5. Accountability

Each of these policy goals has a set of policy actions that make it possible to judge how far along an education system’s policies are in enabling school autonomy and accountability. Each policy goal and action is scored on the basis of its status and the results classified as Latent, Emerging, Established, or Advanced:

A Latent score signifies that the policy behind the indicator is not yet in place or that there is limited engagement in developing the related education policy. An *Emerging* score indicates that the policy in place reflects some practice but that policy development is still in progress. An *Established* score indicates that the

Latent ●○○○	Emerging ●●○○	Established ●●●○	Advanced ●●●●
Reflects policy not in place or limited engagement	Reflects some good practice; policy work still in progress	Reflects good practice, with some limitations	Reflects international best practice

program or policy reflects good practice and meets the minimum standards but there may be some limitations in its content and scope. An *Advanced* score indicates that the program or policy reflects best practice and it can be considered on par with international standards.

III. Papua New Guinea’s Performance: A Summary of Results

Summary. Using the SABER-SAA methodology, autonomy in the planning and management of the school budget is rated as *established* in PNG. The national DoE provides the largest share of education

financing. Once financed, schools have complete autonomy to execute expenditures. Teaching salaries are determined and administered at the national level; non-teaching staff salaries are determined at the school level. Personnel management has been rated as *emerging*. Recruitment and deployment for all teachers is completed by the Provincial Divisions of Education, while the Teaching Service Commission manages the national database of teachers. Non-teaching staff are managed at the school level. The participation of the school council in school governance is *established*. The Education Act 1983 and School Learning Improvement Plan initiative are the foundational policies for the two entities – the SLIP committee and the Board of Management (BoM) – that operate within the scope of school council in school governance. The SLIP committee is tasked with developing the vision and strategic objectives of the school, and the BoM is responsible for quality assurance.

School and student assessment is classified as *established*. The Whole School Quality Inspection is completed by the DoE annually, and assesses all aspects of the school. Standardized tests are used as diagnostic tools for individual students and to determine student progression. Accountability to stakeholders is *emerging*, as there are regulations in place for complying with regulations for financial and school operations. No system is in place for recognizing and rewarding schools for excellent performance. Results from school and student assessments are not adequately communicated to education stakeholders, and therefore cannot be used as a mechanism for accountability.

1. School autonomy in budget planning and approval is *Established*

This policy goal focuses on the degree of autonomy that schools have in planning and managing their budgets. In order to evaluate policy intent, the scoring rubric makes clear which areas should be backed by laws, regulations, and/or official rules in the public record. In the planning and management of the school budget, school autonomy is considered desirable because it can increase the efficiency of financial resources, give schools more flexibility in budget management, and give parents the opportunity to be more vocal regarding budget planning and execution.

The largest portion of school financing is determined by the Fee Free Tuition Policy (FFTP). The FFTP is a per child grant transferred directly from the central level to

schools. The Department of Education (DoE) has complete autonomy to determine the formula for the FFTP and therefore determines the level of funding to be received by schools.

According to the DoE Fee Free Tuition Policy Management Manual, the school level has the authority to determine how their allocation from the FFTP is spent. Those involved include the Head Teacher, the School Council's Board of Management and the School Learning Improvement Plan (SLIP) Committee (where applicable). Preparation of the expenditure aspect of the operational budget is guided by the School Financial Management Handbook and the DoE's Financial and Operational Plan Manual for Managers. Additionally, new head teachers are provided training in financial management.

The expenditure aspect of the operational budget is guided by the SLIP initiative, which was introduced in 2006. Currently 89 percent of schools have implemented SLIP and the remaining schools will partake within two years. As part of the SLIP initiative, the SLIP committee is responsible for preparing the operational school budget, which is then presented to the Board of Management (BoM) for approval (for more details regarding the role, responsibilities and composition of the SLIP committee and the BoM, refer to Policy Goal 3). The budget must align with the three-year SLIP. The SLIP includes six areas of focus: student learning (curriculum); staff professional development; management and administration; infrastructure development; school governance and community relationship; and, budget allocation to support the Improvement Agenda. For each year of the SLIP there is an Annual Action Plan. The SLIP School Committee prepares both the School Learning Plan and Annual Action Plans.

The SLIP initiative stipulates that the community should be engaged during all phases of the budgeting to ensure that members participate constructively in the life of the school and develop a sense of ownership over it. To achieve this, members participate in consultations during the preparation of the operational budget. Also, the SLIP committee is comprised of community members.

Schools have the legal authority to manage non-teaching staff salaries, but there is no salary scale as a guideline to assist schools, nor is there a requirement to consult the community to determine salary structure.

The Teaching Service Commission (TSC) is the body responsible for managing teachers in PNG. It establishes and enforces the Teacher Salary Scale without input from the school level or Provincial Divisions of Education. The scale is based on the Performance-Based Salary Structure and achieves transparency in clear articulation of job-level progression for teachers. The salary scale is standard across the country, and therefore does not reflect the different environments and costs of living throughout the country. As a result it may be difficult for some provinces to attract the best teachers.

Some authority to raise additional funds is delegated to the school level. Within their budget, schools may raise funds through project fees that are paid by parents, or the school may elect to solicit support from the community at large, including private businesses and NGOs with a presence in their community. Provincial and local governments may also contribute to funding at the school level, depending on resource availability. Wealthier provinces, typically rich in natural resources, are better positioned to provide financial support to schools at an individual level.

Schools do not prepare requests for budgets to be submitted to the DoE for funding. Instead they receive their operational allocation based on the FFTP. Per the DoE Guidelines, the school collaboratively develops its School Learning Improvement Plan.

2. School Autonomy in Personnel Management is Emerging

1. Legal Authority over Budget Planning and Approval is Established		
Policy Action	Score	Justification
Legal authority over management of the operational budget	Established ●●●○	Operational expenditures managed at the school level through SLIP committee and BoM; financial management guidelines and training are provided.
Legal authority over the management of non-teaching staff salaries	Emerging ●●○○	Schools have legal authority to manage non-teaching staff salaries; no salary scale or guidelines exist.
Legal authority over the management of teachers' salaries	Emerging ●●○○	The Teaching Service Commission is responsible for managing teacher compensation through the Teacher Salary Scale.
Legal authority to raise additional funds for the school	Established ●●●○	Schools have considerable authority to raise funding through project fees, community support, private sector or NGOs.
Collaborative budget planning and preparation	Established ●●●○	The DoE provides the bulk of education financing through Fee Free Tuition Policy; schools determine budget allocation and expenditure through collaborative approach that involves participation from community members and parents.

This policy goal measures policy intent in the management of school personnel, which includes the principal, teachers, and non-teaching staff. Appointing and deploying principals and teachers can be centralized or it can be the responsibility of regional or municipal governments. In decentralized education systems schools have autonomy in teacher hiring and firing decisions. Budgetary autonomy includes giving schools responsibility for negotiating and setting the salaries of its teaching and non-teaching staff, and using monetary and non-monetary bonuses as rewards for

good performance. In centralized systems, teachers are paid directly by the Department of Education or the Department of Finance under union or civil service agreements. As a result, in centralized systems schools have less influence over teacher performance because they have no financial leverage over teachers. Inversely, if a school negotiates teachers' salaries, as private schools routinely do, it may be able to motivate teachers directly with rewards for a job well done.

In PNG, the Teaching Service Act (1988) and the TSC Human Resources Policy Information and Operations Manual set out the policy and guidelines for teacher appointment and deployment. All teachers and head teachers must be members of the Teaching Service. To enter the Teaching Service, as articulated in the Education Act 1983, all teachers must complete an Application for Registration and Employment and receive approval from the Teaching Service Commission (TSC).

Upon entry to the Teaching Service, a teacher is eligible to apply for vacant positions. The appointment process is led by each Provincial Division of Education and supported by the TSC and schools. Specifically, schools inform provinces of their teaching needs, and in turn the province advises the TSC, which manages vacancies across the country. Although schools have input to the extent that they identify their teaching requirements, the Provincial Division of Education is solely responsible for interviewing and selecting candidates to fill vacant teaching positions. Selections are sent to the TSC, which performs a review to ensure the selected candidate has the appropriate qualifications for the position and updates their administrative database.

Legal authority to transfer teachers from one school to another lies with the Provincial Division of Education, and is subject to the rules and regulations established by the TSC (namely pertaining to covering costs for tenured staff and providing adequate notice of intent to transfer). The head teacher has complete autonomy to shift teachers within a given school in order to maximize the learning environment.

Non-teaching staff – such as secretarial, janitorial, maintenance or security staff – is hired directly by the school as part of the operational budget. Stipulated originally in the Education Act 1983 and supported through more recent legislation including the Universal Basic Education Plan 2010-2019, the school is responsible for carrying out all maintenance and other

work involving non-teaching staff. The BoM must ensure that the budget is adequate to cover all related expenses for non-teaching staff. Their salaries, which reflect the local environment and are set by the school and BoM, must adhere to minimal wage laws. All non-teaching staff is covered under legislation pertaining to public employees, including the Equal Employment Opportunities, Anti-Discrimination and Harassment Policy.

Similar to the process for teaching positions, the appointment and deployment of head teachers is the responsibility of the Provincial Division of Education. Officials at the school level do not have a formal voice in the deployment of head teacher to their school. The primary performance evaluation for all head teachers is conducted by the Secretary for Education, which has the authority to approve promotions and transfers according to the National Assessment and Reporting Policy (2003). This function is performed by Standards Officers (SOs) who are based in the districts and report to the DoE.

2. School Autonomy in Personnel Management is Emerging		
Policy Action	Score	Justification
Autonomy in teacher appointment and deployment decisions	Emerging ●●○○	Schools notify Provincial Division of Educations of their teacher needs. Provinces are responsible for appointing and deploying teaching staff and supported by TSC. National DoE manages national database.
Autonomy in non-teaching staff appointment and deployment decisions	Advanced ●●●●	School level is solely responsible for appointment and deployment of non-teaching staff.
Autonomy in school principal appointment and deployment decisions.	Emerging ●●○○	Provincial DoE has the legal authority to appoint and deploy principals; Secretary of Education approves promotions and transfers.

3. Participation of the School Council in School Governance is Established

The participation of the school/parent council in school administration is very important because it enables parents to exercise their real power as clients of the

education system. If the committee has to cosign payments, it automatically has purchasing power. The use of a detailed operational manual is extremely important in this area, since it allows committee members to adequately monitor school management performance, help the principal with cash flow decisions, and become a catalyst for seeking additional funds from the community. The use of such manuals by the school committee is thus a good vehicle for promoting increased accountability and institutionalizing autonomy.

It is important to note that change management studies also have provided evidence that bringing stakeholders together to plan and implement meaningful activities contributes to behavioral change in institutions—and schools in particular. Collective school planning activities can provide a mutual vision and shared sense of accountability for parents and school staff; it aligns expectations between both parties with regards to how they can commit in supporting to the school. These processes provide an enabling environment for better governance.

Compared with other countries in the Pacific region and internationally, PNG has a unique, multi-layered approach to school governance. Two entities exist at the school level to take on the task of governance.

First, a school has a SLIP committee, which was created as part of the SLIP initiative (see DoE’s How To Complete Your SLIP Annual Review, 2011). The SLIP committee is responsible for preparing the SLIP and associated annual plans, which includes responsibility for determining the expenditure aspect of the school’s operational budget.

The second entity, a school’s Board of Management (BoM), is declared as its governing body under Section 19(3) of the Education Act.⁴ One of the primary responsibilities for the BoM is to have legal authority for financial oversight, including responsibility for approval

⁴Note that in PNG’s decentralized approach to service delivery, provincial authorities are permitted to enact further legislation on the structure, mandate and responsibilities of the BoM as long as it aligns and builds upon the specifications outlined in the Education Act 1983.

and monitoring of the expenditure aspect of the school budget submitted by the SLIP. The DoE's *Board of Management Handbook for Elementary, Primary and Community Schools* provides a comprehensive overview of BoM responsibilities and duties.

One role of the BoM is to liaise with the Provincial Division of Education and central authorities on various topics, including teacher performance. Through this channel, the BoM has a voice on personnel decisions, but does not have formal authority for decision-making. Each Provincial Division of Education is responsible for appointment and deployment of teaching staff and the Teaching Service Commission establishes the processes/procedures to be followed.

Participation from the P&C (Parents and Citizens Association) is highlighted in the DoE's How To Complete Your SLIP Annual Review (2011) document as a core element of school operations. Since introduction of the SLIP initiative the role of the P&C has further expanded to include active engagement through all aspects of the implementation process (Plan, Do, Review, Report). The P&Cs level of participation is measured during the SLIP external review and includes: level of awareness of SLIP; level of P&C involvement; and SLIP evolution and achievements.

Articulated in the Education Act 1983 and subsequent BoM Handbook, the BoM has legal oversight on some learning inputs to the classroom, including pupils' attendance, application of the curriculum, and implementation of non-core subjects. Specific to curriculum and non-core subjects, at the elementary level, children have three years of education in the local language based on local community themes. In primary school, students take courses pertaining to community themes and local culture, which require assistance and input from the BoM and P&C to design and execute.

Transparency in community participation is aided by the Education Act and BoM Handbook, but there are some shortcomings. All schools must have a BoM comprised of the following three types of members: (1) at least five staff members, broadly representative of the community; (2) a teacher; and (3) a head teacher (as ex officio). Each BoM has a chairperson, secretary, and treasurer. The BoM Handbook does not specify how membership should be determined, but rather states that various approaches – elections, appointment by clans or P&C – exist in the country. Term limits should not exceed three years.

The SLIP committee should be comprised of the following: head teacher; chairperson of the BoM; two teacher representatives; male and female student representatives (number not specified); and male and female parents (number not specified). As indicated, there is some overlap in personnel between the two bodies, as the head teacher and chairperson will sit on both the SLIP committee and BoM.

On one hand, PNG's layered approach to school governance has the potential to realize high-level engagement and ownership from the community. The approach aims, by sharing responsibilities between the BoM and SLIP Committee, to achieve balanced and effective school management. However, the policy articulating the role of the BoM was not updated with the implementation of the SLIP initiative. As a result there are duplications of tasks and personnel between both entities, which may impact the effectiveness of each body and render the two-pronged approach less effective.

Furthermore, neither entity requires open elections to determine membership, nor are there clear mechanisms in place to remove committee members in instances of poor performance. To some degree, as is articulated in the Education Act 1983 and SLIP documentation, the P&C is tasked with holding the two groups accountable. One example is that the P&C is able to alert the DoE and Provincial authorities with grievances, which could lead to suspension or termination of BoM/SLIP members in instances of fraudulent activity. Furthermore, according to policy, there are repercussions for poor performance; however, it is not clear how the P&C can utilize this accountability measure.

3. Participation of the School Council in School Governance is Established		
Policy Action	Score	Justification
Participation of the School Council in budget preparation	Established ●●●○	SLIP Committee is responsible for determining the expenditure aspect of school budget and BoM is tasked with approval.
Participation in financial oversight	Advanced ●●●●	BoM has legal authority for financial oversight.
Participation in Personnel Management	Established ●●●○	BoM has a voice in personnel management, however ultimately this responsibility resides with the Provincial Division of Education.
Community participation in school activities	Advanced ●●●●	Community plays a critical role in school activities through P&C (Parents and Citizens Association).
Community participation in learning inputs	Established ●●●○	BoM has legal oversight in some learning inputs, including pupil attendance, application of the curriculum, and non-core subjects.
Transparency in community participation	Emerging ●●○○	BoM members have three year term limits, but open elections are not mandated to select members.

4. Assessment of School and Student Performance is Established

School assessments can have a substantial impact on school performance because they encourage parents and teachers to agree on academic scoring rules and potential tracking strategies for scores. Measuring student assessments is another important way to determine if a school is effective in improving learning. A key aspect of school autonomy is the regular measurement of student learning, with the intent of using the results to inform parents and society, and to make adjustments to managerial and pedagogical practices. Without a regular assessment of learning outcomes, school accountability is reduced and, with it, improving education quality becomes less tangible.

In PNG, the Whole School Quality Assessment (2013) is the policy that governs school assessment and is implemented by the DoE. The approach has three elements: (1) interviews with head teacher and BOM chairman; (2) interviews with students, teachers, and P&C members; and, (3) classroom observation. The main topics covered in the assessment include: school governance, classroom learning, maintenance of school facilities, staff development, and the school learning improvement program. The Standards Officers are tasked with implementing each aspect of the Whole School Quality Assessment, which normally takes one day to implement and is conducted annually.

The National Curriculum Statement (2003) and the National Assessment and Reporting Policy (2003), which are the two documents that formally establish the assessment system in PNG, predate the development of the Whole School Quality Assessment. In practice, results from the Whole School Quality Assessment are analyzed by the DoE and distributed to provincial authorities and schools who are expected to use them to improve teaching and learning. There is no policy mandating the use of information from school assessments for making pedagogical, operational or personnel adjustments at the school level, however, the results of the school assessments may provide head teachers with data to help them in this regard.

The National Assessment and Reporting Policy (2003), outlines the two standardized student assessment approaches. The first is a diagnostic test, which is conducted every other year, is administered to Grade 5 and Grade 7 students, and focuses on literacy and numeracy. The diagnostic tests, which are sample-based and nationally representative, are used primarily to inform the implementation and review of curriculum and other aspects of the learning environment.

The second form of standardized student assessment in PNG is achievement-based examinations used to measure student progression and level of certification. Examinations are held in Grade 8 for the primary system, and Grades 10 and 12 at the secondary level. There are DoE Examinations Handbooks that correspond to Grades 8, 10, and 12. The Measurement Services Unit in the DoE is charged with analyzing the data and results are disseminated to provincial and school level authorities. Individual results are also shared with students and their guardians.

The National Assessment and Reporting Policy (2003) stipulates that one of the purposes of assessment is to form and gather evidence to enable teachers to improve their teaching and help students raise their standards of achievement. Furthermore, the policy indicates that analysis of assessment data must be used to inform decisions about: the effectiveness of teaching, learning and assessment programs; the suitability of available resources; and the degree of community participation in schools. However, the National Assessment and Reporting Policy (2003) does not clearly articulate that results should be used to make operational and personnel adjustments, nor does it provide adequate information on how to utilize the results to improve upon the above noted pedagogical areas.

In terms of dissemination of results, the same policy mandates that results from student assessments are to be provided to the Provincial Divisions of Education; Local Level Governments, and schools. Students also receive their individual results.

4. School and Student Assessment is Established		
Policy Action	Score	Justification
Existence and frequency of school assessments	Established ●●●○	Whole School Quality Assessment Form is conducted by DoE in all schools annually.
Use of school assessments for making school adjustments	Emerging ●●○○	Results are analyzed by DoE and distributed to provincial and school level authorities. No policy guiding use of results for making school adjustments.
Existence and frequency of standardized student assessments	Advanced ●●●●	Sample-based diagnostic assessment conducted bi-annually; achievement-based used annually.

Use of standardized student assessments for pedagogical, operational, and personnel adjustments	Established ●●●○	Results from student assessments are used to improve pedagogy and classroom learning only.
Publication of student assessments	Established ●●●○	National policy stipulates that results are to be provided to national, provincial, and school-level authorities.

5. School Accountability to Stakeholders is Emerging

Accountability is at the heart of SBM. The systemic connection between budgetary and personnel-level autonomy, parent participation in the financial and operational aspects of a school, and the measurement of learning outcomes are all aimed to reinforce accountability. Only by being accountable to parents can educational quality be sustainable. The following indicators below address aspects of accountability that can be implemented within the framework of SBM.

This Country Report looks at five areas of focus that pertain to accountability in PNG. The Department of Education’s National Assessment and Reporting Policy (2003) mandates that results of student assessments must be used to improve the classroom learning environment. However, the policy is vague in terms of how this should be achieved, and there are no supporting guidelines to assist school leaders in translating the results into improvement strategies.

In regard to the analysis of school and student performance, the DoE National Assessment and Reporting Policy (2003) stipulates that comparison of student and school assessment results should be completed at the national, provincial, and local level. However, this policy does not require results to be disseminated to parents or the public at large.

In the area of financial accountability, the central government is responsible for establishing the framework which regulates the management and use of financial resources. The primary legislation that governs use of funds is the Public Finance Management Act, which states the reporting requirements and use of funds. Regulations for complying with the rules of financial management and transparency and reporting to those with oversight authority exist at all levels of the education system – centrally, provincially, and school-wide. In addition, each province has the authority to stipulate further regulations that go beyond that of the Public Finance Management Act. There are penalties for inappropriate use, but no policy for linking rewards with good financial management.

At the school level, the Fee Free Tuition Policy builds upon the above noted legislation by noting the categories for expenditure, providing expenditure guidelines, including reporting authority and specific timeframes for expenditures. Compliance is enforced to curb misuse of funds; there is no reward system in place that recognizes excellent use of financial resources.

Regulations are also in place for enforcing accountability in all aspects of school operations, including infrastructure (i.e. water and electricity), the learning environment, and service delivery. Enforcement is achieved through the Whole School Quality Assessment as well as the SLIP initiative, which has an embedded accountability mechanism through the collaborative approach with the P&C Association at each stage of the SLIP life cycle. There is no policy in place to incentivize schools for better school operations nor is there a system to reward the best performing schools in terms of school operations.

Regarding learning accountability, policy does not require results of student assessments to be simplified and explained to the public. As a result, this limits the public’s ability to fully understand the efficacy of the education system and to adopt a collective voice to demand system-wide accountability.

5. Accountability to Stakeholders is Emerging		
Policy Action	Score	Justification
Guidelines for the use of results of student assessments	Latent ●○○○	The Assessment Policy (2003) does not provide clear guidelines and is outdated.
Analysis of school and student performance	Emerging ●●○○	Policy requires results to be compared at national, provincial and municipal/local level; results are not disseminated to parents or public at large.
Degree of financial accountability at the central, regional, and school levels	Established ●●●○	Public Finance Management Act regulates use of public resources; Fee Free Tuition Policy outlines eligible expenditures and procurement method.
Degree of accountability in school operations	Established ●●●○	Regulations for accountability exist for school operations.
Degree of learning accountability	Latent ●○○○	Policy does not require results of student assessments to be simplified and explained to the public.

IV. Enhancing Education Quality: Policy

Recommendations for Papua New Guinea

1. Autonomy in the planning and management of the school budget (Established)

Operational expenses are primarily funded through the Fee Free Tuition Policy, which is a per-child grant transferred directly from the central level to schools. Based on their educational and contextual needs, schools determine their operational expenditures based on what they receive according to a FFTP formula. Considering the large disparity in terms of geography, culture, and access to resources across the country, a standardized approach to education financing may not afford schools in some locations sufficient resources to meet their needs. In response to this reality, the DoE could consider undertaking bi-annual reviews of the

FFTP formula to make geographical or socio-economic adjustments in support of underserved schools.

Management of teaching and non-teaching staff salaries represents an area that could be improved in PNG. Although it is praised that schools make the determination of salary for non-teaching staff, there are no mechanisms to ensure consistency and transparency across the education system. In this regard, the DoE could develop standard Terms of Reference and provide guidelines based on the collective experiences of the education system to inform individual schools as to the approximate level of salary for a position in nearby communities, as well as articulating the specific skillset and requirements for a given position.

2. Autonomy in personnel management (Emerging)

Although PNG has adopted a decentralized approach to education and schools are involved in identifying their vacancy needs, the school level does not have a voice or input in the selection of teaching staff or head teacher. PNG may want to consider including the head teacher as part of the Provincial DoE's hiring panel to fill a teacher vacancy and ensure the candidate is a strong fit in their school's environment and meets the vacancy needs. For decisions regarding head teacher, the policy could be expanded to allow representatives from the BoM to voice an opinion to reflect the type of personal characteristics and professional attributes that are appropriate for the school and community. Selection criteria must be transparent to hold stakeholders accountable to the public for their decision-making.

3. Role of School Committee on school governance (Established)

Despite the *Established* rating, there are two fundamental features that could be addressed to improve the current approach towards school governance. Having a two-layered governance approach allows for checks and balances at the school level which is a good thing. However, there is some confusion resulting from the introduction of the SLIP that took place without an update of the policy articulating the role of the BoM. It is recommended to update the BoM policy to better clarify revisions to its role. The Government could review the current approach taking into account the lessons learned and successes. The findings should be disseminated through the education system and be used to update/clarify the guidelines for each role – SLIP and BoM.

Second, there is no consistent and transparent method used across the education system to determine BoM and SLIP Committee personnel. As such the respective personnel may not be representative of the community or have the necessary skill set to fulfill their role. This could be addressed through the provision of position descriptions and holding democratic, transparent election process with fixed term and electoral dates.

4. School and student assessment (Established)

The National Assessment and Reporting Policy (2003) provides vague information on the intent of student assessment and does not include specific guidelines on how to translate findings into action. It is recommended that the policy be updated to incorporate and reflect the numerous advancements and changes in the education system including alignment with the introduction of the SLIP initiative and the Whole School Quality Assessment. The policy update would better reflect the current context and provide greater utility to education practitioners

It would also be important to articulate how the student assessment analysis of results should be used to improve pedagogical practices, school operations and make personnel adjustments to maximize student learning outcomes. This would facilitate more data-driven decision making to optimize student performance, as well as contribute to increased consistency across the education system and provide schools with the tools and autonomy to respond to their local environment and educational needs.

5. Accountability (Emerging)

Several steps could be taken to improve the accountability policy goal in PNG. Along with updating the National Assessment and Reporting Policy (2003), the DoE should consider mandating the public dissemination of comparison of school and student assessment results at the national, provincial, and local level. Currently a comparative analysis is conducted, on student assessment however results are not disseminated. Building upon this point, the DoE should also mandate that the results of student assessments are simplified and explained to the public. Because student assessment results are not clearly articulated to the public at large, the public does not have sufficient information to demand accountability from schools and higher authorities, and, *inter alia*, is limited to enhance school performance and learning outcomes.

In regard to accountability for financial management and school operations, PNG has done a good job of developing financial regulations and systems at the school level to promote basic safety, operations, and performance. One element of this approach is that of sanctions for poorly performing schools. Although improving the performance of poorly functioning schools and providing financial transparency is vital to improving the education system, the DoE should also consider establishing a framework that incentivizes schools to be high-performers and provides recognition for this achievement.

V. Comparison of Papua New Guinea's Level of School Autonomy and Accountability with Samoa and Solomon Islands

Table 3, below, presents the comparison of results from the SABER-SAA policy assessment. Both PNG and Samoa achieve an *Established* rating in autonomy in budget planning and approval, whereas Solomon Islands is rated as *Emerging* in this policy goal. Each of the three countries employs a student fee scheme that is administered at the central level. The school level, in partnership with the associated Board of Management/School Committee, determines how resources are used. The primary reason for Solomon Islands *Emerging* rating is the absence of adequate documentation in financial management of non-teaching staff.

PNG and Solomon Islands, which received a rating of *Emerging* for policy goal 2, both have subnational levels of government – Provincial Department of Education and Education Authority, respectively – which are responsible for determining the recruitment and deployment of teaching staff. In Samoa this function is managed by the central Ministry of Education, Sport and Culture, however the education system has a two-

level format consisting of the central ministry and school level.

Although PNG and Samoa are both rated as *Established* in Policy Goal 3 on the participation of the school council in school governance, the two countries have very different systems. Through the School Learning Improvement Plan (SLIP) initiative in Papua New Guinea, two entities – the SLIP committee and the Board of Management (BoM) – operate within the scope of the school council in school governance. The SLIP committee is tasked with developing the vision and strategic objectives of the school, and the BoM is responsible for quality assurance. In Samoa the School Committee – comprised of the school principal and local community members – plays an active role in setting the vision of the school and in ongoing school operations. The MESC provides some support to equip committee members with the requisite skills and competencies to perform their duties, although these tend to focus on financial management issues and less on quality education inputs and methods.

In Solomon Islands participation of the School Committee – comprised of the head teacher, teaching staff, community members and students – is *Emerging*. The committee plays an active role in preparing the Whole School Development Plan (WSDP), annual budgets and supports school operations, however policy documentation is not well developed. Furthermore, the School Committee has limited involvement in the non-financial input and operations of schools.

Each of the three countries has achieved an *Established* rating in the assessment of school and student performance policy goal and *Emerging* for accountability to stakeholders policy goal. The biggest area for improvement relates to the dissemination of results, lack of analysis, and use of school performance results by the public for better accountability.

Table 3: Level of Development of Policy Goals Across Three Pacific Countries

SAA Policy Goals	Level of Development		
	Papua New Guinea	Samoa	Solomon Islands
1. Autonomy in Budget Planning and Approval	Established ●●●○	Established ●●●○	Emerging ●●○○
2. Autonomy in Personnel Management	Emerging ●●○○	Latent ●○○○	Emerging ●●○○
3. Participation of the School Council in School Governance	Established ●●●○	Established ●●●○	Emerging ●●○○
4. Assessment of School and Student Performance	Established ●●●○	Established ●●●○	Established ●●●○
5. Accountability to Stakeholders	Emerging ●●○○	Emerging ●●○○	Emerging ●●○○

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Acronyms

BoM	Board of Management
DoE	Department of Education
FFTP	Fee Free Tuition Policy
PaBER	Pacific Benchmarking for Education Results
P&C	Parents and Citizens
SBM	School-based Management
SLIP	School Learning Improvement Plan
SO	Standards Officer
TSC	Teaching Service Commission

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This report focuses specifically on policies in the area of School Autonomy and Accountability.

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