

The Review Report of the

**Consultative Implementation and Monitoring Council
(CIMC)**



*A Review Commissioned by the Department of National Planning and
Monitoring*

Conducted by

Gapromas Problem Management Services

2014

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Acknowledgements

The review team acknowledges the Minister for National Planning; Hon Charles Abel, for commissioning this review, the Acting Secretary for National Planning and Monitoring, Ms Julianna Kubak, and the Deputy Secretary Mr Joe Kapa for the support and financing of this review. To the many people who were part of this review, we thank you. Wallis Yakam and the staff members of CIMC's Secretariat, Council members, Sectoral Committee members, the key stakeholder representatives who were interviewed as well as the people who participated in the focus group discussions, and those involved in the logistical support. Finally those in the review team, Dr Michael Unage (Chief Reviewer) Lawrence Duguman, Langa Kopio, and Japheth Michael for their tireless efforts in conducting this review.

Abbreviations

ADB	Asian Development Bank
AusAID	Australian Agency for International Development
CAA	Civil Aviation Authority
CIMC	Consultative Implementation and Monitoring Council
CSO	Civil Society Organisation
DNPM	Department of National Planning and Monitoring
EO	Executive Officer
FSVAC	Family and Sexual Violence Action Committee
GoPNG	Government of Papua New Guinea
GST	Goods and Services Tax
INA	Institute of National Affairs
IPA	Investment Promotion Authority
IPCC	Independent Political Parties and Candidates Commission
IT	Information Technology
LLG	Local-level Government
LNG	Liquefied Natural Gas
MAF	Mission Aviation Fellowship
MTDP	Medium Term Development Plan
NADP	National Agricultural Development Plan
NBC	National Broadcasting Corporation
NCD	National Capital District
NEC	National Executive Council
NGO	Non-Government Organisation
NPC	National Planning Committee
NRI	National Research Institute
OECD	Organisation for Economic Cooperation and Development
PCMC	Provincial Coordinating and Monitoring Council
PIP	Public Investment Program
PNG	Papua New Guinea
SPSN	Strongim Pipol Strongim Nesen
TOR	Terms of Reference

Executive Summary

Introduction

The review of the Consultative Implementation and Monitoring Council (CIMC) was proposed some time ago. A comprehensive review of the CIMC was then commissioned to take place in 2013 by the Minister for National Planning, Hon. Charles Abel, MP. The Department of National Planning and Monitoring developed the Terms of Reference (TOR) and set down the parameters within which the review should be conducted. The main objective of the review was to evaluate and identify the efficiency, effectiveness, impact, and the relevance of the CIMC. Also, the review was to assess how to improve the CIMC's performance and how the CIMC could better achieve its objectives.

Context

The National Executive Council (NEC) established the Consultative Implementation Council in 1998, soon after the National Economic Summit. Representatives from both the private sector and civil society, who attended the Summit, called for a participatory mechanism for public policy dialogue to be put in place so that the community's needs that were identified and expressed would be taken up by responsible agencies, and captured in their policies, programs, and legislation.

The NEC Decision No. 46/98 established the CIMC. The original intent and purpose for establishing the CIMC was to oversee and coordinate the implementation of the recommendations of the National Economic Summit. However, the review found that the CIMC has deviated from its original purpose and has assumed additional roles and responsibilities which are outside its initial mandate. Furthermore, the review discovered that there was no subsequent NEC Decision that sets down the scope of CIMC's roles and responsibilities to accommodate for the changing political, social, and economic development.

Despite the challenges regarding the relevance of the CIMC, the review heard no proposal to abolish the CIMC. Many people whom the review team contacted saw the relevance of the CIMC as a body that facilitates the process of policy dialogue between the government, its partners, and citizens. The avenue was widely described and accepted, as the best forum at which to raise the voices of all Papua New Guineans, and comfortably discuss issues comfortably.

The review also found that many people were unaware of the basic intentions and purposes of the CIMC, or the basic philosophy that the CIMC stood for, other than just conducting public forums. It also became apparent in the review that there was very little publicity of the CIMC to the majority of the people, even though it was supposed to be representing their voice.

The next phase of the CIMC, following the review, would be for the CIMC to work on its organisational self-understanding and self-definition, and to work out some of the basic principles that could guide the organisation to be an effective public dialogue forum.

Programs and Activities of the CIMC

So far, the CIMC has organized eleven National Development Forums, and at least 32 Regional Development Forums. The CIMC has prepared the forum recommendations to the NEC, through the Minister for National Planning. It also publishes the proceedings of the National Development Forum along with the recommendations. At present, there are eight CIMC sectoral committees and two programs. According to records, the CIMC has organized some 200 sectoral committee meetings, so far.

Many of the people who were interviewed stated that the forums have been a very rich experience for them. Different groups and organisations that have never met face-to-face had the opportunity to gather, share ideas on common issues, and obtain new knowledge. Donor partners, who attended these forums, claimed that they now understand issues firsthand, and that this has broadened their understanding of the development issues, which, in the long term, will help them to plan, program, and allocate funding for the real needy areas.

Participants wanted more of these informative forums, and some wanted lower levels of government to take ownership and organize similar forums to understand the real needs of the people. They proposed that people contribute to the planning and implementation of government policies and plans. There were suggestions made to open up new approaches so that more feedback should come from the majority at the grassroots level, and to establish focal points and contact persons at that level. Some people opted for the possibility of establishing CIMC offices in the provinces in order to offer alternative advice to the planning and budgeting processes of the provincial governments.

Many people who were contacted stated that politicians should get involved, because the forums were the appropriate times when people came and talked about development issues in their particular areas. It was found that government officials usually presented papers at the forums, disappeared immediately afterward. They were not around to listen to the people's comments, and take that up to inform the policy formulation at the national level.

Some stated that the CIMC was going out of its mandate as a consultative forum and into the area of program implementation with donor funding. They asked if implementing programs, lobbying, and being a conduit between donors and service providers were appropriate actions, and questioned if the CIMC was going beyond its mandate.

It was suggested that the CIMC must be involved in order to provide advisory services to any consultation process between government and people. The current dilemma appears to be that the CIMC needs to work out its own mandate, either to work with the government and get its direction from the Minister for National Planning, who sets the government's development agenda, and solicit people's support, or be an independent lobby body, which gets its support and resources from sources, other than the government. Several people stated that the current successful relationship between the government, civil society and the private sector needs to be improved.

Because the CIMC was often being seen as invisible and obscure to the rural population, a major suggestion was for the CIMC to have an effective communication strategy, whereby information can flow effectively from the government to the people, and from the people to the government, using modern technology such as mobile messages, and local radio station networks.

Outcomes of Policy Influence

The CIMC had made some progress through its sectoral committees. Major achievements were made in the following areas:

- The Agriculture, Natural Resources and the Environment Sectoral Committee collaborated with Rural Industries Council, the civil society organisations and the private sector, which resulted in the development of the National Agricultural Development Plan (NADP), the 2009 forum on Opportunities for Agriculture and Rural Development, and the workshop on the Impact of the LNG project on the Papua New Guinean Economy.
- The Tourism Sectoral Committee held meetings with tourism bodies and government to discuss the Tourism Sector Review, and partnered with the Tourism Promotion Authority to discuss the National Tourism Master Plan.
- Notable achievements and contributions by the Informal Economy Sector Committee were the facilitation and the formulation of the *Informal Sector Development and Control Act 2004*, working with the Ministerial Committee on the Informal Sector, and the development of the Informal Sector Policy, which was approved in 2011.
- Achievements by Health and Population Sectoral Committee included the assistance given to the development of the Medium Term Health Expenditure Framework 2005, and the change in government policy on financing Church health workers.
- The Transport and Infrastructure Sectoral Committee prepared and lobbied for Parliament to pass the *National Roads Authority Act*. The committee also negotiated the deal for rural airstrips with Civil Aviation Authority (CAA) and the Mission Aviation Fellowship (MAF).
- The Law and Order Sectoral Committee facilitated regarding the establishment of the National Anti-Corruption Alliance, the formulation of the *Security (Protection) Industry Act*, and supporting the passing of the *Proceeds of Crime Act 2006*.
- The Family and Sexual Violence Action Committee's notable achievements were the amendments to the *Criminal Code on Sexual Harassment and Evidence Act 2003*, the establishment of Family Support Centres, the "*Lukautim Pikinini*" Act, and the training of staff, among others.
- The Commerce and Service Sectoral Committee lobbied for the reintroduction of 'permanent residency status for non-citizens in PNG', the *PNG Immigration Act*, the employment of Non-Citizenship Bill, the establishment of a one-stop-shop concept for clients to enable them to access immigration visa for work permits and business registration, and the endorsement of the Trade Policy Advisory Board.

The findings of the review showed that, although there were many recommendations arising from the forums, few have been translated into policy, budget allocation, and implementation. Over the years, the CIMC has appeared to rely on the goodwill of the Minister for National Planning. Things have moved when the CIMC gets the Minister's support, otherwise the process is stalled. Despite the inaction or the indifferent attitude by the Minister, there were other ongoing linkages and activities involving other ministers, departments, provinces, and non-government organisations.

The review calls for a proper governance process to be put in place, if the government values public dialogue forums to improve the quality of governance and service delivery. There was a serious query raised regarding the sectoral committees. They were viewed by some people as duplicating the already existing government sectoral committees, and suggestions were made as to how best the CIMC could fit into such committees of government. However, others stated that there are not many functioning government committees, and the CIMC committees provide the avenues for them to be informed of each other's activities.

It was found that the work of the sectoral committees fell back heavily on the CIMC Secretariat, which had a skeletal staff to manage their operations. There were strong views expressed that experts and very professional people should be employed to deal with the demands from the government, the private sector and civil society.

It was also suggested that there should be an effective alignment of, and linkages between the CIMC process and the Government's planning and budget process. At the provincial level, there was a suggestion that the CIMC should assume an advisory role to the Provincial Coordinating and Monitoring Council (PCMC).

A small survey was conducted to determine if people in the government, the private sector, civil society organisation, and ordinary citizens felt the impact of the work done by the CIMC. A total of 78 people participated in the survey, and their responses were recorded. Some 50 percent of those people who were interviewed had not heard about the CIMC. Moreover, less than 15 percent of participants had informed and shared with others what happened in the CIMC's activities, had read leaflets and publications by the CIMC, and had listened to any programs aired by CIMC.

Governance and Administration of CIMC

The administration of the CIMC and its Secretariat comes under the responsibility of the Institute of National Affairs. Financial management and recruitment of staff are carried out by the Institute of National Affairs, with the Executive Officer (EO) of the CIMC being a part of the management and recruitment process. The CIMC's Secretariat is jointly funded by the Government of Papua New Guinea (GoPNG) through the Department of National Planning and Monitoring (DNPM) and AusAID through its *Strongim Pipol Strongim Nesen* (SPSN) capacity building program.

Interviews and information gathered so far have shown that funding is a real issue facing the organisation. Some interviewees strongly stated that, if there was any inefficiency in the organisation, it really centred on the lack of funding to the organisation. The funding of the CIMC was not guaranteed under the government's budgetary process.

The reviews also discovered that there was a high turnover of workers at the CIMC which were related to the conditions of employment at the CIMC Secretariat. As a result, it was quite difficult to attract the best people to do the jobs that the CIMC is expected to carry out. Also, it was discovered that there was no proper staffing structure at the CIMC Secretariat, and a reporting structure appears to be missing. The reporting and accounting structure became complex, when INA began to administer CIMC Secretariat.

The internal organisational structure of the CIMC was another issue that the review discovered. There was no proper organisational structure with divisional managers in order to determine who was to report

to whom in that organisation. Transparency and accountability issues were also raised in the operation of the CIMC, and some of the programs that it was running.

The governance of the CIMC appears to have some problems that need attention. The major challenge seems to lie in the interest of the Minister for National Planning.

Conclusion

The review established that the CIMC is operating on an outmoded NEC Decision, and therefore, there is an urgent need for the NEC to give the CIMC a new mandate with some guiding principles to be followed by CIMC. The CIMC, despite its many good programs and activities, hardly involves the greater population. Its influence is narrow, and limited to specific groups. Consequently, there is a need for innovative approaches which are designed to involve as many people as possible in the dialogue process. People also suggested that a new alignment to the government policy and implementation mechanisms by the CIMC is necessary. Finally, people generally think that the CIMC does not have the capacity to roll out its programs, mainly because of financial and staffing issues. The review concludes that the CIMC should be adequately resourced in order to operate efficiently and effectively.

Recommendations

Recommendation 1: The NEC to Redefine the Purpose and Mandate of the CIMC.

In trying to explore the context to assess the relevance of the CIMC, the review found that the CIMC has functioned and operated on a specific NEC decision that was only meant to coordinate and monitor the 105 Recommendations from the Economic Summit. The review is unsure if there had been any subsequent NEC decisions that would have redefined the mandate and functions of the CIMC to accommodate the changing social, political, and economic development in the country. The mandate to now operate as an entity is quite ambiguous in relation to the original NEC decision and the initial Terms of Reference. This is the prime concern that needs to be addressed immediately.

The review recommends that, as NEC Decision No. 46/98 is outdated, a new or supplementary decision is urgently needed to redirect the course of action that the CIMC should take. This would give a purpose and mandate to the CIMC. Currently the CIMC is operating without a clear mandate, which has resulted in the CIMC deviating from the original NEC decision by taking on functions and responsibilities that have not been specified by the government. One part of this recommendation is for the government to immediately set up a taskforce to prepare a supplementary decision, with a new mandate and terms of reference. The taskforce should look into re-establishing the CIMC, and redefining its purpose to suit the current social, economic, and political situations. It should spell out the basic democratic principles and values that will define the roles and responsibilities of the CIMC upon which the CIMC will depend.

Specific recommendations would include the following:

- 1) establishment of a taskforce to develop a new purpose and mandate for the CIMC;
- 2) self-review and self-assessment of CIMC as an organisation;
- 3) establishment of the CIMC as an independent semi-government entity;
- 4) establishment of the CIMC as a legal entity by an Act of Parliament;
- 5) formulation of basic guiding principles for the CIMC;
- 6) publicity and dissemination of the new principles, purpose, mandate, and TOR for the CIMC;
- 7) renaming of the CIMC to reflect its new mandate and purpose; and
- 8) study of similar effective public dialogue forums to improve CIMC's profile.

Recommendation 2: The CIMC to Design Innovative Approaches for Wider Consultation.

In trying to assess the approach taken by the CIMC in rolling-out its activities to measure process efficiency, the review found that the current approaches did not involve the majority of the population, while the focus was very narrow and geared to some privileged groups.

The review recommends that the CIMC should alter its approach in order to consult widely by employing innovative processes and using appropriate communication and information technology where possible. Also it should have regular contact with key stakeholders by devising an effective communication strategy to be in line with the new mandate which the NEC should approve. Furthermore, partnership arrangements should be forged to involve institutions and people in the provinces and districts in Papua New Guinea.

Specific recommendations would include the following:

- 1) establishment of an effective communication system with people, governments, and institutions at the national, provincial, and districts levels by the CIMC;
- 2) development of a strategy that involves ordinary people in the policy dialogue process;
- 3) development of an effective communication partnership with all groups so that some do not feel left out;
- 4) establishment of key contract persons in districts and provinces so that they can be properly utilized;
- 5) setting up of more than one provincial group to be part of advocacy groups;
- 6) employment of up-to-date technology, such as television, mobile phones, and electronic mail, and websites in delivering important government messages; and
- 7) use of regular media polls concerning important government agendas and development issues that people can be hooked into.

Recommendation 3: The CIMC to Build Effective Links with Government’s Policy-Making Process.

In trying to assess the outcomes of CIMC to measure effectiveness, the review found that although some recommendations, which were made by the CIMC have become NEC decisions and legislation, many issues that people raised did not translate into development policies and programs, thus questioning the effectiveness and impact of the CIMC.

In line with the new NEC mandate, as in Recommendation 1, the CIMC should become the alternative policy formulation process so that people’s wishes are captured in the government policy and to be actioned by the budget process. Part of this recommendation is to review the establishment of the sectoral committee to make it become an integrated policy development mechanism.

Specific recommendations are that the CIMC should:

- 1) be an independent entity but attached to the Department of National Planning and Monitoring, and reporting directly to the Minister for National Planning;
- 2) become an alternative policy dialogue mechanism for all government entities in their policy and legislation development processes;
- 3) provide advisory services to all government sectoral committees;
- 4) provide advisory services to subnational governments’ planning and budgeting processes; and
- 5) become an advisory body to politicians and their party platform process.

Recommendation 4: The CIMC to Be Adequately Resourced.

In order to assess the capacity of the CIMC to determine organisational efficiency, the review found that there were critical issues in the areas of governance, administration, personnel, and finance which needed to be addressed properly. Even if a new mandate is given by NEC, the resourcing, managing, and capacity building for this entity is necessary. The current administration of the CIMC is quite confusing, because one entity administers another, while the reporting and accountability rest with a third party.

The review recommends that the CIMC should be subject to an organisational restructure, and that this “new organisation” should be fully resourced and professional staff recruited. The reorganisation of the CIMC structure, its staff development and recruitment structure, and the reporting structure and financial arrangement should be reviewed to fully comply with the new mandate from the NEC.

Specific recommendations would include the following:

- 1) internal organisational restructure;
- 2) funding of the CIMC to be guaranteed in the recurrent budget;
- 3) CIMC operate independently of INA;
- 4) Donors to fund CIMC’s work plans only;
- 5) restructure of the staffing arrangements;
- 6) review of salary structure and other staff entitlements;
- 7) review of the current reporting structure of the CIMC;
- 8) need to employ experts and professional staff, in a similar was to the National Research Institute;
and
- 9) mandatory attendance by member at council meetings.

INTRODUCTION

Basic Premise of the Review

The review of the Consultative Implementation and Monitoring Council (CIMC) was proposed some time ago. The first attempt was made in 2005, when an independent reviewer was engaged, and the CIMC facilitated the process with funding support from the Asian Development Bank (ADB). However, the review failed to consult key stakeholders, including the Department of National Planning and Monitoring (DNPM). The review was not assessed and remained incomplete. In 2012, the National Research Institute (NRI) was shortlisted and then selected to conduct the review. However, with its association with the Institute of National Affairs (INA), which manages the administration of the CIMC, the National Research Institute felt that it would appear to be a conflict of interest, if it has conducted the review. It therefore rejected the offer.

A comprehensive review of the CIMC was then commissioned by the Minister for National Planning, Hon. Charles Abel, to be carried out in 2013. This review is the result of his determination and decision. The Minister did express interest in the review of the CIMC and wanted it to commence as soon as possible, with a view to having it completed by early 2014. The Department of National Planning and Monitoring developed the Terms of Reference (TOR) and established the parameters within which the review should be conducted. The main objective of the review was to evaluate and identify the efficiency, effectiveness, impact, and the relevance of the CIMC.

Specific objectives in the TOR were to:

- review the achievement of the CIMC's objectives;
- review the CIMC Secretariat in achieving their objectives;
- review the achievements of the sectoral committees;
- assess the role of DNPM, AusAID, and other sponsors in influencing the CIMC to achieve its objectives;
- assess the effects of the CIMC on its stakeholders;
- assess the cost of achieving the CIMC's objectives;
- review the appropriateness of the financing structure;
- assess the appropriateness of the size of the CIMC;
- review the effectiveness of the governance structure;
- examine the effectiveness of the accountability and transparency mechanisms;
- review the operational arrangement and relationship with the INA;
- assess the appropriateness of the CIMC to the needs of the people; and
- assess the capacity of the CIMC in publicising government policy, government thinking, strategic planning, and other development matters to the people.

After analysing the series of questions in the TOR, a matrix of the review was designed to assist in the thinking and direction of the review (See Annex A). In order to establish the relevance of the CIMC, the review explored the context in which the CIMC, as an entity emerged, and the subsequent decisions

regarding the mandate of this entity. To assess the process efficiency, the review focused on the approaches taken by the CIMC in rolling out its programs and activities. The review further assessed the outcomes of CIMC's programs to establish their effectiveness in influencing government policies and their implementation. Finally, the review assessed the capacity of the CIMC to measure the efficiency of both the governance and administrative processes and operations of the CIMC.

Basic Assumption

The basic assumption that the review team made was that there is a pool of information gathered and stored by the CIMC, and that many policies of government need to be disseminated to the people. However, it was quite obvious that of the pool of information that had been gathered, very little had gained the attention of policy makers. Also, government information rarely trickled down to the people, so that their inputs could be effectively captured in any policy process. There were only a few privileged individuals and groups who had access to such information.

Method of the Review

The basic question the review posed for its investigation was this. Is CIMC relevant, effective, and efficient in facilitating, communicating, disseminating, and influencing government's policies and development agenda?

In order to explore this, three main instruments were designed and employed in collecting data. First, an interview guide was developed and used to conduct the face-to-face interviews with key stakeholder representatives in the selected sites (See Annex B for the Interview Guide). Apart from the face-to-face interviews, the interview guide was emailed to stakeholders who had contact addresses requesting their written responses. Unfortunately, the review team received 12 failed notices, and only one positive response.

Second, focus group discussions were held in the four selected regional centres during December 2013 (See Annex C for Focus Group Discussion Guide). Finally, a mini-survey questionnaire was applied randomly to gauge views from people in government offices, business houses, and civil society organisations (See Annex D for Questionnaire Instrument).

The review also consulted and analysed documents and literature on the CIMC. The secondary sources included reports, media statements, meeting minutes, research publications, and so on. The problem analysis method was employed in the regional focus group discussions, in which key recommendations by the group were recorded. The survey questionnaires were collected from the regions and analysed by using the SPSS software program, while all data collected by the various sources was analysed and triangulated.

Conduct of the Review

A total of 44 key stakeholder representatives were interviewed face-to-face. Most of the key stakeholder interviews were conducted in Port Moresby, and some in the regional centres (See Annex E for list of those interviewed). The review team visited and conducted the review in Kundiawa, Lae, Kokopo, and Port Moresby. Focus group discussions were held in the four regions (See Annex F for the participants list). Table 1 shows the centre, region and date in which the focus group discussions were held.

Table 1: Focus Group, by Centre, Region, and Date

Town/City	Region	Date
Kundiawa	Highlands	10/12/2013
Lae	Momase	13/12/2013
Kokopo	Islands	18/12/2013
Port Moresby	Southern	20/12/2013

Data Analysis and Reporting

Most of the stakeholder interviews were recorded, transcribed, and analysed. The focus group discussions were noted with the set of recommendations. The mini-survey questionnaire forms were checked and verified. The responses were entered using the SPSS program, and later analysed and interpreted. Most of the secondary sources came from reports and publications of the CIMC. All data (qualitative, quantitative, and secondary sources) were triangulated and extracted and form the main part of this report.

The draft report was sent to several selected experts to review and offer suggestions for improvement. The final report was then presented to the Secretary for the Department of National Planning and Monitoring.

Practical Challenges

The review was to be completed within a period of 10 weeks with a report containing no more than 25 pages, which would exclude any annexes, an executive summary, and recommendations. Table 2 shows the activity schedule that was developed. An extra month was requested to cover logistical delays in certain aspects of the review process.

Table 2: Activity Schedule

Month/Date	Activity	Deliverable
October 28- 15 of November, 2013	Document review analysis, sectoral committee interviews, and stakeholders' consultation in NCD and Southern Region, review proposal plan, sectoral committee meeting reports.	Work Plan, review guiding questions, survey question design, and initial transcribing of interviews.
November 16- 30, 2013	Three regional consultations and reporting.	Regional consultation conducted and completed
December 1-30, 2013	Data analysis, quality check, write up, and stakeholders' consultation.	Draft Report
January 1-15, 2014	Expert review, editing, finalize Review Report, and NEC submission.	Final Report

The request for an extra month was necessary as there were delays in payments and minor problems faced with accessing funding. The document search at CIMC was slow, as filing systems had not been properly

organized, because of the frequent shifts of office location. The timing of the review at the end of 2013 became a problem as people were more focused on festive activities such as graduations, holiday preparations, Christmas shopping, and the number of appointments and commitments that people had. These issues affected the smooth conduct of the review. However, the review team managed those challenges well.

SECTION ONE

CONTEXT

Reviewing the Context to Assess the Relevance of the CIMC

The Current Understanding of the CIMC

The National Executive Council established the Consultative Implementation Council in 1998, soon after the National Economic Summit, according to the brochure and information briefs obtained from the CIMC Secretariat. It stated that representatives from the private sector and civil society, who attended the Summit, called for a participatory mechanism for public policy dialogue to be put in place so that the community's opinion, concerns, ideas and needs that were expressed would be captured in government policy and law, and implemented through programs. By recognizing the importance of promoting a more broad-based consultative process of policy formulation and implementation, the NEC approved CIMC's structure and membership.

The main undertaking of the CIMC was to advise the National Planning Committee (NPC), through the Minister for National Planning, who was the chairperson of the CIMC. The Minister was to convey the views of civil society, including the business community, to members of the NPC and the NEC. The CIMC was to formally capture opinions concerning policy and legislative proposals, as expressed by the people, and factor them into government policies, as well as offer solutions on any technical problems relating to the implementation of government policies and programs.

Established as an independent entity, the CIMC was to bring together civil society organisations, the private sector and government partners in order to develop policy and indirectly influence and monitor the government's decision-making process for the development of Papua New Guinea. It was tasked to disseminate information on public issues in order to increase people's knowledge, and facilitate on better understanding of issues. Also, the CIMC was to share information, skills, and insights with relevant partners and citizens, and invite government officers, not only to explain policies, but also to learn about other stakeholders' values, experiences, and knowledge.

The CIMC was given the power to establish two groups - one was the *thematic groups* that provide the Council with expert advice on specific or cross-sectoral issues, and the other was the *sectoral groups* to discuss and propose sectoral policies. The Terms of Reference by the NEC also provided for the Council to promote joint applied research on relevant economic and social policies and issues. Originally, the Council was to report to the National Planning Committee on a monthly basis, and prepare policy

submissions to be brought to the attention of the NEC. Although the CIMC has not been providing advice to the NPC since its early years, the Secretariat has continued to prepare NEC submissions for presentation, through the chairperson.

The Original Intention of the NEC

The NEC Decision No. 46/98 established the Consultative Implementation and Monitoring Council (see NEC Decision, the TOR, and other relevant papers in Annex G). Sir William Skate was then Prime Minister and Chairperson of the NEC, when the decision to establish the CIMC was taken. The subject of the decision was the “Follow-up on National Economic Summit”. Point No. 1 of the decision approved the establishment of the Consultation Implementation and Monitoring Council, its structure, membership and terms of reference. The proposed chairperson of the CIMC was Sir Mekere Mourata, who was then the Minister for Planning and Implementation, while Sir Rabbie Namaliu was the alternate chairperson, with membership from the Government, businesses, and the non-government sector.

The original reason for establishing the CIMC was to oversee the implementation of the recommendations of the National Economic Summit. The Summit made 105 recommendations to the Government, of which some were to be adopted immediately, while others require a lot of work. The focus of the Summit was to address the economic problems that were facing the country, and propose measures that the country could take to mitigate them. The main reason for involving all sectors was to review the government’s expenditure and cut unnecessary spending, in order to save the country from rising inflation. This problem became the centre of discussion, and the main issue which the CIMC under Sir Mekere Morauta had to deal with.

By understanding the earlier decision, it became apparent that the government established the CIMC to quickly resolve a looming economic crisis, rather than establishing an institution for public policy dialogue. As the Institute of National Affairs, the Business Council of Papua New Guinea, and the National Planning Office hosted the Economic Summit, the newly established Council was attached to INA, with an Executive Officer and a secretary.

Since then, there has been no subsequent decision by the NEC concerning any change of mandate and scope of the activities of the CIMC, other than the specific follow-up decision on the recommendation of the Economic Summit. This means that the current mandate and activities of the CIMC have shifted from the original intention and purpose of its establishment. Consequently, it requires another government decision to re-establish the CIMC with a new TOR, and to create a structure to deal with the changing social, political, and economic climate. It appears that the CIMC has taken on activities which were not part of the original intent of the 1998 NEC decision. The immediate question one must pose is; “Is the current CIMC operating without a proper mandate?”

If the CIMC now wants to be an organisation that facilitates public policy dialogue, and if this is what it has been doing in recent times, an official decision and declaration by the Government is required, which would supersede the NEC Decision No. 46/98.

The Relevance of the CIMC

Despite the challenges regarding the relevance of the CIMC, the review heard no mention of abolishing the Council. People whom the review team contacted acknowledged the relevance of the CIMC as the main mechanism that facilitates the policy dialogue process between the Government, its partners, and citizens. The same people also recommended that the CIMC should improve its current mode of operations. However, as a dialogue forum, the CIMC is the only appropriate mechanism for different stakeholders to express their opinions concerning government policies and legislation, and to bring government information to the people. People express and appreciate the independence of the CIMC and want all stakeholders, including the Government, to respect this policy dialogue mechanism.

Some people who were interviewed made the following observations:

The CIMC had done well through its development forums and have been able to generate rich information on development issues.

One interviewee said:

The CIMC is the link between the government and civil society, and the forum is where we freely express our views and problem within our organisation, and how we want the government to support us and how we can work with the government through partnership.

Another said:

The CIMC has made us aware of government plans which I previously had no idea (e.g. Vision 2050 & MTDP) through the regional forums. It has helped me set up my work plan aligning it to the government's vision.

Thus, the CIMC avenue is commonly recognized by all Papua New Guineans as the best forum to raise concerns and discuss issues comfortably. It is an avenue which is very diverse and inclusive, and can advocate for better networking and consensus on policy options for government service delivery. The programs that are undertaken by the CIMC are critical, and the Government should support them financially. The role that the CIMC currently plays is unique, as there are no other organisations which do that. It brings the Government right down to people in a way that bridges various sectors.

Basic Principles Required

The majority of people appreciate the role that the CIMC currently plays. With this appreciation, it is essential that the CIMC should be grounded in some guiding principles. The review found that the CIMC has not been guided by any basic principles and values. The review also discovered that the organisation is driven by a basic mission statement:

The CIMC is established as an independent organisation that brings together all civil society, private sector, and government partners to develop policy and directly influence and monitor government decision making for the long-term development of Papua New Guinea.

The review found that the people who were interviewed were unaware of the basic purpose of the CIMC, and the basic philosophy that the CIMC stood for, rather than just conducting public forums. The review also reveals that there is very little publicity of the CIMC to the majority of the people whose voices it supposed to be representing. There is the need to generate greater awareness of the role of the CIMC, and the democratic values that it stands for and wants to advocate. This is an urgent matter for government to consider.

The next phase after the review is for the CIMC to work on its organisational self-understanding and self-definition, and adopt some basic principles that will guide the organisation to be an effective public dialogue forum – a two way flow of information from the Government to people, and from the people to the Government. These guiding principles should inform, and be shared by, all concerned in the policy development sphere, and those in the delivery of vital government services.

There is a need to review the 1998 NEC decision, and to amend it, considering the changing circumstances. It is essential for the CIMC to redefine its roles and responsibilities, rather than just operating on an ad hoc basis. The CIMC should have a corporate plan, which will guide its activities so that it does not become overloaded with additional programs. In order to define that direction, literature on public policy dialogue is necessary to consider at this stage.

Literature on Good Public Policy Dialogue

Among others, excellent information regarding some of the basic principles that the CIMC should consider and adopt, in due course, is found in the studies of the member countries of the Organisation for Economic Cooperation and Development (OECD). The studies promoted good public policy dialogue as being essential for good governance and better service delivery. Good governance is about:

Building and strengthening effective, efficient, transparent and accountable government structures. Access to information, consultation and active participation in policy making contributes to good governance by fostering greater transparency in policy making; more accountability through direct public scrutiny and oversight; enhanced legitimacy of government decision-making processes; better quality policy decisions based on a wider range of information sources; and finally, higher levels of implementation and compliance, given greater public awareness of policies and participation in their design (OECD, Policy brief, July 2001, page 6).

The study further contended that:

Strengthening relations with citizens is a sound investment in better policy-making and a core element of good governance. It allows government to tap new sources of policy-relevant ideas, information and resources when making decision. Equally important, it contributes to building public trust in government, raising the quality of democracy and strengthening civic capacity. Such efforts help strengthen representative democracy, in which parliament plays a central role (ibid: 1).

Government must invest adequate time, resources, and effort in building robust legal, policy and institutional frameworks, developing appropriate tools to evaluate their own performance in engaging citizens in policy-making. Poorly designed measures for information, consultation, and active participation in policy making can undermine government-citizen relationships. Government may seek to

consult citizens in order to enhance the quality, credibility, and legitimacy of their policy decision. However, the opposite effect will be produced if citizens discover that their efforts to provide feedback

and actively participate are ignored, and thus have no impact at all on the decisions. Good public policy dialogue would:

- improve the quality of policy, by allowing governments to tap wider sources of information, perspectives, and potential solutions in order to meet the challenges of policy-making under conditions of increasing complexity, policy interdependence, and time pressure;
- meet the challenges of the emerging information society, to prepare for greater and faster interactions with citizens and ensure better knowledge management;
- integrate public input into the policy-making process, in order to respond to citizens' expectations that their voices be heard, and their views be considered, in decision making by government;
- respond to calls for greater government transparency and accountability, as public and media scrutiny of government actions increases, standards in public life are codified and raised; and
- strengthen public trust in government (ibid: 2).

Ten Principles to Consider

From the studies conducted in the thirty OECD countries, ten guiding principles for open and inclusive policy were developed, from which the Consultative Implementation and Monitoring Council can choose and possibly adopt. Table 3 presents a summary of the ten guiding principles (OECD, 2009: 17)

Table 3: OECD Countries' Principles

1	Commitment	Leadership and strong commitment to open and inclusive policy making is needed at all levels – politicians, senior managers and public officials.
2	Rights	Citizens' right to information, consultation and public participation in policy making and service delivery must be firmly grounded in laws or policy. Independent oversight arrangements are essential to enforcing these rights.
3	Clarity	The roles and responsibilities of all parties, government, private sector, and CSO must be clear, and well-defined from the outset. Information should be complete, objective, reliable, relevant, easy to find and understand.
4	Time	Public engagement should be undertaken as early as possible in the policy process in order to allow a greater range of solutions and to raise the chances of successful implementation. Adequate time must be available for consultation and participation to be effective.
5	Inclusion	All citizens should have equal opportunities and multiple channels to access information, and be consulted and participate. Every reasonable effort should be made to engage with as wide a variety of people as possible.
6	Resources	Adequate financial, human, and technical resources are needed for effective public information, consultation, and participation. Government officials must have access to appropriate skills, guidance, and training, as well as organisational culture that supports both traditional and online tools.
7	Coordination	Initiative to inform, consult, and engage people should be coordinated within and across levels of government to ensure policy coherence, avoid duplication and reduce the risk of consultation fatigue. Coordination efforts should not stifle initiatives and innovation, but should leverage the power of knowledge networks and communities of practice

		within and beyond government.
8	Accountability	Governments have an obligation to inform participants how they use inputs received through public consultation and participation. Measures to ensure that the policy-making process is open, transparent, and amenable to external scrutiny can help increase accountability of, and trust in, government.
9	Evaluation	Governments need to evaluate their own performance. To do so effectively will require efforts to build the demand, capacity, culture and tools for evaluating public participation.
10	Active citizens	Societies benefit from a dynamic civil society, and government can facilitate access to inform, encourage participation, raise awareness, and strengthen citizens' civic education and skills, as well as supporting capacity-building among civil society organisations. Governments need to explore new roles to effectively support autonomous problem-solving by citizens, CSOs, and businesses.

If those ten principles were imbedded and shared by the Government, the private sector, CSOs, and citizens in PNG, the role that the CIMC would play to facilitate such a dialogue process would add value and promote good governance, and improve the quality of service delivery in the country.

SECTION TWO

PROGRAMS AND ACTIVITIES OF THE CIMC

Reviewing Outputs of CIMC to Assess Process Efficiency

Current Programs and Activities

The CIMC employs two main processes to get views from stakeholders and citizens. The first is through the annual development forums that include the four regional consultations, and the second is through the CIMC's sectoral committees. Forums are organized for the four regions (Momase, Highlands, Islands, and Southern), with the peak being the National Development Forum, which is usually held at Parliament House.

Other CIMC engagements include the specific activities of the sectoral committees and the thematic groups that are mobilized around specific and urgent cross-cutting issues. The CIMC also conducts research, and publishes, and circulates the reports.

National and Regional Forums

According to information obtained from the CIMC, the overall objectives of the national and regional forums is to raise the ideas, concerns, and needs of the community to government, and to convey to the people the plans, policies, and laws of government. The two-way information flow is the core of CIMC's engagement. The CIMC Secretariat suggests a theme each year, and invites speakers from government agencies, and representatives of the private sector and civil society organisations who provide inputs and give different perspectives on the theme. Ideas that emerge during discussion and question time are

recorded and arranged as a set of recommendations. The consultative forums offer opportunities for different stakeholders to meet, and exchange information on existing government policies, functions, and programs. The forums also set the scene for floating new ideas.

The CIMC is regarded as a catalyst for information sharing, which is geared toward practical action. Participants at the forums take away information on ideas that were discussed and disseminate these and further develop ideas they find relevant to their specific areas of work. There is flexibility, and action can result between subgroups of participants that may not have occurred in their normal operations.

Public servants engage in the CIMC forums and meetings, and that gives the community a better understanding of how the government agencies work and the constraints they face. Feedback from participants who attend forums have continually acknowledged the value of these opportunities for dialogue and information sharing. In many cases, this has also improved the dialogue between government agencies, both at the national and subnational levels, which is commonly lacking.

To date, the CIMC had organized eleven National Development Forums, and at least 32 Regional Development Forums. The CIMC has prepared the forum recommendations to the NEC, through the Minister for National Planning. It has also published the proceedings of the National Development Forums with resultant recommendations.

Sectoral Committees

The CIMC's Sectoral Committees have members from many different backgrounds, bringing researchers, public servants, NGOs, and development practitioners together in ways that complements the work of the existing sector specific committee. The committees meet on a quarterly basis, and are chaired by either government officials or private sector representatives.

At present, there are eight CIMC sectoral committees and two programs. The committees with programs are the Family and Sexual Violence Action Committee (FSVAC), and the Informal Economy Sectoral Committee. The programs without committees are the Public Expenditure Tracking Program/Social Auditing and State-Civil Society Organisation (CSO) Partnership Coordination.

Sectoral committees with no programs are:

- Commerce and Services;
- Law and Order;
- Transport and Infrastructure;
- Agriculture and Natural Resource;
- Education and Training; and
- Health and Population.

From records, the CIMC has organized some 200 sectoral committee meetings.

The forums and sectoral committees bring together participants who do not usually interact with each other. Such interface is a challenge, but despite that, the good ideas and practical steps towards change has occurred. The CIMC's process should not be seen as taking over the role of government agencies. The CIMC respects the authority of government, and wants to be seen as complementing the

government's efforts to find solutions to its development challenges, by providing a mechanism where people can express their views to the Government, and for the Government to consider people's views and expectations. Although the process still needs to be refined, it is helpful in bridging the gap where civil society and private sector dialogue is essential.

Thematic Groups

Apart from the sectoral committees that deal with sectoral policy issues, the thematic group was to provide CIMC with expert advice on specific and cross-sectoral issues, such as GST, environment, gender, and HIV/AIDS). The CIMC holds specific forums and meetings to discuss some of those issues.

Research, Publication and Dissemination

The CIMC does not only consult. Under its original TOR, it has conducted research and published the findings as well. So far, the CIMC has published some 18 reports, including the proceedings of the National Development Forums. However, there are four forum proceedings yet to be printed. The CIMC has also published a quarterly Newsletter, which has become irregular because of a lack of technical capacity. In 2013, the CIMC has effectively linked with the National Broadcasting Corporation (NBC) and the FM 100 radio station, supported talkback mechanism, and aired some of its programs.

The Effectiveness and Appropriateness of the Approach

Many of the people who were interviewed stated that the forums have been a very rich experience for them. Different groups and organisations that never usually meet face-to-face have had the opportunity to gather new information, share ideas on common issues, and obtain new knowledge. They claimed that they felt satisfied in expressing themselves, while conveying their expectations and needs to others. Donor partners who have attended these forums, claimed that they understood the issues firsthand, and that has broadened their knowledge. In the long term, this will help them align their own development strategies, programs, projects, and budgets into the needed areas.

The majority of participants wanted more of these forums to be conducted. Some wanted lower levels of government to organize similar forums to discuss and understand the real value of the process, and have people contribute to the planning and implementation of government policies and plans. Most people who were interviewed saw the forum as an essential mechanism for policy dialogue and being critical to a democratic society. However, some people questioned the practical actions that flow from the forums, and how effective those forums are in engaging policy decision makers – an issue that is dealt with in Section 3 of this report.

Majority Not Part of the Process

Despite the efforts by the CIMC to implement its programs and activities, the review found that there are privileged groups and individuals that have access to government information and to the people who are making their inputs to government. There have been several complaints from the regional consultations that the same people are seen at the regional and national development forums, and questions have been

raised as to whether their contributions are the real voice of the rural majority. This observation came out strongly in the focus group discussion in Kundiawa, Lae, and Kokopo.

The Kundiawa focus group stated that “the CIMC is not getting to the bottom and to the rural population”. In Lae, the group stated that “the CIMC should disseminate information to rural areas as well”. While in Kokopo, participants stated that “the CIMC only deals with key stakeholders and players and they are informed of things. However, the information does not reach the grassroots people, and they do not involve provincial partners”. It was even suggested by some interviewees that the CIMC should go out of its usual way to seek those unheard voices. The CIMC should move to groups that were never invited to be part of the forums. The group in Kundiawa stated that “all forums conducted by CIMC must involve all sectors in order to identify the specific needs and concerns of the bulk of the population”.

Subnational Establishments

People who were interviewed stated that the CIMC forums simply gather and aggregate views at regional and national levels, but have missed vital links to provinces and local-level areas for sustained dialogue. People wanted links to be established right down to where policies and government plans are meant to be implemented. Some stated that regional consultations may be superficial, as there are no structures for implementation at the regional level.

There were suggestions to open up new approaches to have more feedback coming from the majority at the grassroots level, and to establish focal points and contact persons at that level. Those people who participated in the review wanted local, district, and provincial forums to be held so that the needs and problems of different people are brought to the attention of the Government. Some people suggested the possibility of establishing CIMC offices in the provinces in order to offer alternative advice to the planning and budgeting processes of the provincial governments. Some interviewees suggested the possibility of having a similar process to that of the CIMC, which deals directly with the bottom-up planning process, starting from the local government level, to district, and to the province level.

Some stated that the survival of the CIMC depends on the funds it gets from the Government. It would be better to have the consultation process take place in all the provinces, but the running cost would be an issue. Remote control operations, as is experienced currently, do not work effectively. Some stated that, if the provincial governments take ownership of the CIMC process, then things might work. The provinces can hold meetings and discuss what to do. The responsibility for hosting public forums in the provinces should rest with the provincial governments. One faction stated that there should be forums held specifically for civil society organisations alone.

Active Involvement of Politicians and Public Servants

Many people who were interviewed stated that politicians should get involved, because the forums are the only times when people come and talk about what is happening in their areas. Politicians can get factual information from the forums. Comments from the people who were interviewed revealed that, in forums, there is too much talking and dissemination of government policies and agenda, but very little time is given to allow the people outside of the government circles to make their inputs. It was stated that the

government officials present papers at the forums and disappear immediately after, and are not around to listen to the people's comments and feedback. People suggested the establishment of a mechanism which would best involve politicians, government bureaucrats, and citizens in a two-way dialogue process.

Is Running Programs Appropriate?

The CIMC does run two programs and these are funded by donors, especially AusAID. They are the Family and Sexual Violence Action Committee (FSVAC) and the Informal Sector Program. Currently, there is another initiative called the Public Expenditure Tracking, which is yet to establish a committee. The question that many people asked during the interview is this. Is the CIMC going out of its mandate as a consultative forum and into the area of program implementation? Is implementing programs, lobbying, and acting as a conduit between donors and service providers appropriate, or has the CIMC gone beyond its mandate? Some questioned as to whether the CIMC is duplicating the functions of other government departments.

Interviews with personnel from AusAID's SPSN program revealed that they are also looking into this area and are strongly thinking of giving especially the FSVAC a life of its own away from the CIMC by placing it under either the Department of Justice and Attorney General or the Department for Community Development.

One interviewee from Port Moresby stated that CIMC is taking up the role of developing policies and formulating legislation, which are not its functions. The interviewee made reference to the Informal Sector and Control Act, which the interviewee stated was the realm of the responsible government agency. The same interviewee stated that development partners' agendas were being taken on board by the CIMC, and as a result, CIMC has lost its focus.

The CIMC to Be Part of Government's Consultation Process

The current practice shows that consultations on policy and legislative changes are conducted by government officials, who often have limited contact with the provinces, despite having some government officers in the province. Often, many of those public consultations are carried out outside of the CIMC process. It is considered by some people within the CIMC as a duplication of their mandate. It was suggested that the CIMC must be involved and be part of any consultation process between the Government and the people. In a country where there is little trust in the public service machinery, the suggestion of having a neutral body conduct such consultation does have some relevance.

Government-Driven or Citizen-Driven

The current dilemma would be that of the CIMC developing its own mandate, to work with the Government by getting its direction from the Minister for National Planning, who sets the government's agenda to solicit people's views. This would be more like a government top-down level of consultations. However, there is another way for a bottom-up consultation process where civil society, the business sector, the academia, and private citizens' views are captured, and the CIMC becomes a lobby body with an independent establishment, where funding should come from sources other than the government. Would that mean that we have one entity attached to national planning, and one independent lobby group, thus creating two bodies than the one currently seen as the CIMC?

The current dilemma is that the CIMC is trying to play both roles; on the one hand it tries to get its direction from the Government, while on the other hand it is trying to lobby for peoples' demands for good governance and the better delivery of services. However, the creation of two separate bodies might lead to confrontation rather than dialogue. Perhaps it would also undermine the current government's process to establish partnerships. However, if we need to maintain the current structure, some modifications to it are very pertinent.

Widening Consultation with IT

Because the CIMC is often invisible and obscure to the rural population, a major suggestion is for the CIMC to have an effective communication strategy, which involves information flowing effectively from the Government to the people and from the people to the Government, using modern technology such as mobile messages, and local radio station networks. The regular use of national television and EMTV to run programs and "talk back" shows was mentioned. It was discovered from well-developed countries that e-messages were employed by similar public dialogue forums.

However, the basic question that needs to be asked is this. How wide and broad should the CIMC consult before it can seek the appropriate strategies and technology for the process? However, is that process necessary considering the lack of funding, which the CIMC is facing at the moment? Also, how narrow should CIMC consult, and would narrowing the consultation process deny inclusiveness and the participation of the majority of people.

SECTION THREE

OUTCOMES OF POLICY INFLUENCE

Reviewing the Outcomes to Assess Effectiveness and Impact

Measuring the effectiveness of the CIMC posed a big challenge to the review team. While the CIMC stated that it has consulted widely, the review found that the approaches it took were quite narrow, and the target population was not well-defined by the CIMC. Although the CIMC has done some good work, people experience very little impact of what the CIMC is doing. While people at the national level may have information on the CIMC's submissions, many people in the provinces are deprived of such information. This dilemma is discussed in this section.

The CIMC has created and maintained many relationships between the Government, the private sector, and civil society by bring them together to discuss issues and develop recommendations for government action. Those involved in this process saw the CIMC as a unique and valuable concept that promotes effective governance and community engagement. An open policy dialogue process is in place to inform the Government about the practical and evidence-based policies, which it needs to develop and implement. The Government has taken this opportunity to educate citizens and obtain feedback on many of its plans and policies.

However, like other organisations, the CIMC has its limitations. Although “interested stakeholders” and citizens continue to utilize and benefit from the process being facilitated by the CIMC to directly interact with the Government, they also come with expectations. The Government must listen to its citizens by making sure that the recommendations which are developed through the CIMC process are effectively captured by Government in the planning process, and translated into programs and projects that are implemented through the budget. Only then will the CIMC be said to be valuable and effective.

The CIMC and its partners go as far as recommending and providing policy advice based on consultation and open dialogue. The Council also monitors the planning and implementation processes, which lie largely in the hands of government agencies, including the Ministry of National Planning. The engagement of the private sector and civil society should be demanded by the responsible government agency, and facilitated through the CIMC process, especially when there is a review of any specific policies or legislation.

It is worth mentioning that the CIMC carries out a great deal of valuable work with regard to its mandate through the sectoral committees.

Achievements by the Sectoral Committees

Agriculture, Natural Resources and the Environmental Sectoral Committee

A notable achievement by this sectoral committee is the association that it has forged with the Rural Industries Council regarding the issue of agricultural development in the country. Its collaboration with civil society organisations and the private sector has resulted in the development of the National Agricultural Development Plan (NADP). The committee also conducted the 2009 Forum on the theme “Opening up Opportunities for Agriculture and Rural Development”, conducted a workshop on the “Impact of the LNG Project on the PNG Economy”, facilitated the development of the National Agriculture Innovations Facility, and established the taxation subcommittee to look at issues surrounding tax incentives and other broader fiscal conditions.

Currently, the committee has requested the DNPM to ensure that initiative is included in the Medium Term Development Plan (MTDP) with the theme, “Sustainable Economic Development” which would reflect agricultural support.

Tourism Sectoral Committee

The Tourism sectoral Committee held meetings with tourism bodies and the Government to discuss the Tourism Sector Review in 2006, participated with the Tourism Promotion Authority to discuss the National Tourism Master Plan, and lobbied for the regional international airport development initiatives.

Informal Economy Sector Committee

Notable achievements and contributions by this committee were the formulation of the *Informal Sector Development and Control Act 2004* by working with the Ministerial Committee on the Informal Sector and developing the Informal Sector Policy in 2011. Other major activities include informing people, and working with the National Capital District, and other urban authorities concerning the *Informal Sector Act*. Notable publications in the area include:

- Papua New Guinea Informal Sector Study: Review of Constraints to Informal Sector Development;
- The Papua New Guinea Informal Sector Training Manual: A Training Guide for Informal Business; and
- Resource Directory on Informal Sector Skills Training and Microfinance Institutions in Papua New Guinea.

Health and Population Sectoral Committee

Achievements by this committee include:

- the assistance given to the development of the Medium-Term Health Expenditure Framework, 2005;
- the agreement in the change in government policy on financing church health workers;
- lobbying support from the Secretary for Health to issue a circular to provincial hospitals to resource FSVAC and Family Support Centre;
- lobbying for the increase funding to the health sector; and
- securing the government’s support to include health projects under the tax credit scheme.

Transport and Infrastructure Sectoral Committee

This committee prepared and lobbied for the Parliament to pass the *National Roads Authority Act* and the establishment of the National Road Authority.

Law and Order Sectoral Committee

The achievement of this committee include:

- the facilitation in the process of establishing the National Anti-Corruption Alliance;
- the formulation of the Security (Protection) Industry Act;
- supporting the passing of the *Proceeds of Crime Act 2006*;
- the participation in the Law and Justice Sector working Group;
- the NCD Urban Safety Initiative; and
- the “Yumi Lukautim Mosbi” initiative.

Family and Sexual Violence Action Committee

This committee published the report on “Family and Sectoral Violence in Papua New Guinea: An Integrated Long-Term Strategy”. Other notable achievements include:

- amendments to the *Criminal Code on Sexual Harassment and Evidence Act 2003*;
- establishment of Family Support Centres and training of staff;
- assistance given to the “*Lukautim Pikinini*” Act;
- creation of a Volunteer Network and conducting training programs;
- monthly production of Newsletter *Hadibaia Tok*;
- amendments to the Family Protection Bill;

- workshops on para-legal training;
- campaign against Gun Violence; and
- collaboration with the Papua New Guinea Institute of Public Administration on the development of a curriculum and module in social work.

Commerce and Service Sectoral Committee

This committee lobbied for the reintroduction of a ‘permanent residency status for non-citizens in PNG’, the *PNG Immigration Act*, the employment of the Non-Citizenship Bill, the establishment of a one-stop-shop concept for clients to access immigration visa for work permits and business registration, and the endorsement of the Trade Policy Advisory Board. The committee sought support for an employment creation strategy which targeted tourism, small and medium enterprises, and training in agriculture extension and agro–nucleus activity.

NEC Submissions

One of the core duties of the CIMC is to make submissions to the NEC, through the Minister for National Planning regarding forum recommendations. There have been 17 NEC decisions regarding the policy references. Six references are for internal CIMC processes, while nine concern external policy, such as the *Informal Sector Act* and the National Road Authority Board. At present, there is still a backlog of recommendations that need to go before the NEC, as a result of the CIMC consultative and participatory process.

The Effectiveness of CIMC

From the information that was obtained during the review, there appear to be some obvious policy outcomes that directly involve the CIMC process. Some outcomes are collaborative actions between the CIMC, the relevant government entities, and the private sector. Other involvements by the CIMC are obscure and invisible. As well as these achievements, some information regarding the outcomes of the CIMC has been discussed.

Not Many Recommendations Are Influencing Government Policy

The findings of the review show that, although many recommendations have arisen from the forums, few have been translated into policies, programs, projects, and budget allocations. This is the major issue that is raised in the review. Most people who were interviewed have a strong opinion that many of the recommendations that were developed through the CIMC process have not been taken up by the Government for various reasons. A member of the Law and Justice Sectoral Committee stated that most of the recommendations, which were developed by CIMC’s respective sectoral committees and presented to the Council have not been implemented over the years.

One problem is that the CIMC is a toothless tiger. It makes recommendations, but it cannot direct government agencies to implement those decisions, unless respective Ministers have powers going through various recommendations for line agencies.

Perhaps, one reason for not attending to those recommendations is that they may not be in line with the priority of the Government.

Dependence on the Interest and Support of the Minister

Over the years, the CIMC had relied on the goodwill of the Minister for National Planning. Things get moving when the CIMC gets the support of the Minister, otherwise the process becomes stagnant. It was discovered that the CIMC almost collapsed under Hon. Paul Tienstein, when he was the Minister for National Planning. From interviews and records provided by the CIMC, there were very few Council meetings conducted during his term of office (see Annex H for the number of council meetings). The CIMC Secretariat went ahead to run programs and made recommendations without the direction and endorsement of the Council members. That reveals that there was a real governance problem facing the CIMC.

From the contacts that we had with member of the CIMC Secretariat, they claim that the current Minister, Charles Abel, is very passionate about the CIMC process, and is now taking a keen interest. Unlike other previous ministers, Minister Abel was seen chairing a CIMC meeting, and sat for the whole day. In a regional forum, the Minister said:

I have committed to the process of getting the Council going again, and late last year, I had the first Council meeting that had not occurred for four years. We will take that forward, but commencing this year, we are going to try to accelerate the process.

This review calls for a proper governance process, if the Government values public dialogue forum to improve the quality of governance and service delivery. A keen interest and political direction is necessary, if the Government values participation and inclusiveness in governance process.

Some Sectoral Committees Are More Effective than Others

There was a serious query raised regarding the sectoral committees. They were viewed by some people as duplicating the already existing government sectoral committees, and suggested how best the CIMC should feed into such committees. However, the begging question is:

Are the government sectoral committees functioning, where the CIMC can effectively input people's needs and forum recommendations? Is there communication between CIMC's sectoral committees and the sectoral committees established by the Government?

The CIMC's sectoral committees have a cross-section of membership and are regarded as fertile ground for the cross-fertilization of information. The people who attended meetings see the sharing of information as a valuable experience. Often, however, this experience was not maintained by some of the sectoral committees, as they never held meetings on a regular basis. Some committees need to be given a new breath of life. Those sectoral committees that have programs seem to be more active than those that do not run programs.

It was found that the work of the sectoral committees falls back heavily on the CIMC secretariat, which now has only a skeletal staff to manage its operations. It was discovered that one staff member oversees more than two or three sectoral committees work. In order for the sectoral committees to be effective, the CIMC needs professional staffing. That opinion came out strongly in the interviews. Experts and very

professional people should be employed to deal with the demands from the Government. Currently, the CIMC appears to be struggling under the demands of government, and is dragging behind in so many things.

New Realignment for Effectiveness

It is suggested that there should be an effective alignment of the CIMC process to the government's planning and budgeting processes. Many suggestions arose as to where the CIMC could fit in well with government entities in the policy formulation process. The major recommendation was to have the CIMC as a semi-autonomous body, attached to the Department of National Planning and Monitoring, but reporting directly to the Minister for National Planning. This arrangement would ensure that the CIMC could make its input to the planning and budgeting processes of government.

Another suggestion was to have the CIMC attached to the Department of Prime Minister and NEC, and to report to the Central Agency Coordinating Committee (CACC).

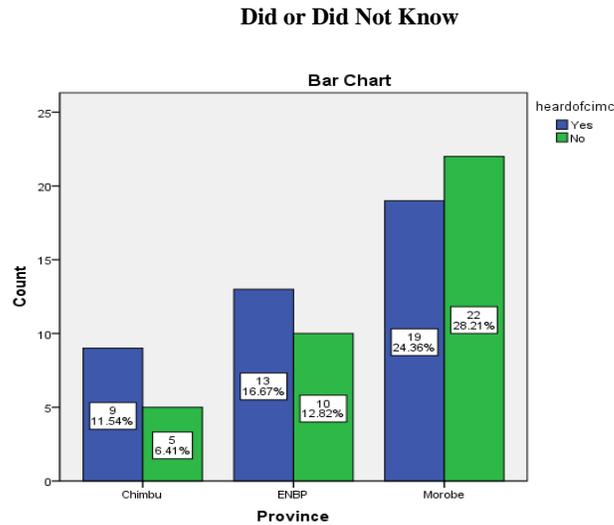
At the provincial level, there was a suggestion that the CIMC play should an advisory role to the Provincial Coordinating and Monitoring Council. Such realignment would make the CIMC effective in influencing the government's policies and plans. Some people suggested that CIMC should be linked to the Office of the Independent Political Parties and Candidates Commission in order to influence the political party's policy formulation process.

Impact Results from the Survey

A small-scale survey was conducted to determine whether people in the Government, the private sector, civil society organisations, and ordinary citizens felt the impact of the work that was done by the CIMC. Three regional centres - Kundiawa, Kokopo, and Lae - came under the survey to see if the CIMC does consult widely. A total of 78 people participated in the survey and their responses were recorded. Out of these people, 64 per cent were male, while 36 per cent were female. Most of the people who were surveyed had reached secondary and tertiary level of education working in the three sectors mentioned.

The first question was whether those who were surveyed heard of the CIMC. Some 48 per cent of those interviewed had not heard about the CIMC, while 52 per cent had heard of the CIMC. Graph 1 shows these percentages.

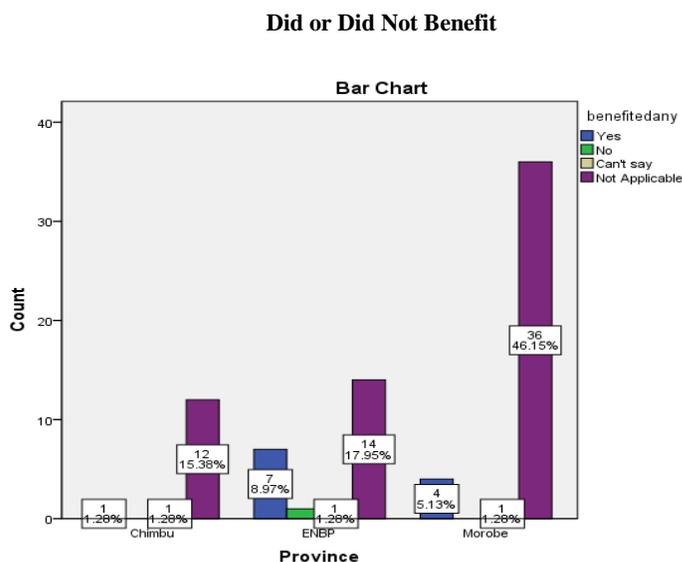
Graph 1. Percentage of those who heard about the CIMC



The second question was whether those respondents knew what the CIMC stands for and what it does. Only 26 per cent of those respondents knew something about the CIMC and what it stands for as a public dialogue forum. The remaining 74 per cent had no knowledge of what the CIMC is all about.

Of the total number of persons who were interviewed at random, in government offices, business houses and CSOs, and private citizens, only 18 per cent had participated in any CIMC activities. Their participation was limited to the attendance at regional forums. Among those who had participated, only 15 per cent stated that they had benefited from their participation, while two per cent stated that they had not benefited much from the CIMC activities. Graph 2 shows those who did or did not benefit from CIMC activities.

Graph :2 Percentages of Those Who Did or Did Not Benefit from CIMC Activities



Also, less than 15 per cent of participants had informed and shared with others what had happened in the CIMC activities, had read leaflets and publications produced by the CIMC, and had listened to some programs aired by the CIMC.

Although the mini-survey findings might not be fully nationally representative, it gave the review team a considerable data on the impact the CIMC is having on the people it supposed to consult with and have government information given to them. The survey did confirm the many interviewees who felt that the CIMC should consult more and look to a broad-based consultative process, rather than inviting the same faces to forums, if it is going to be effective. In order for the CIMC to be effective, it must review the approaches it has taken, and beef up its capacity.

SECTION FOUR

THE ADMINISTRATION AND GOVERNANCE OF THE CIMC

Reviewing Inputs to Assess Capacity and Efficiency

Current Administrative Arrangement

The Consultative Implementation and Monitoring Council was established in 1998. However, the administration of the CIMC and its Secretariat comes under the administration of the Institute of National Affairs (INA). The INA is an independent entity, which was established and sponsored by the business sector in order to deal with policy issues that are oriented toward commerce. Initially, the INA used to conduct forums and make recommendation to government. Since its establishment, the CIMC was attached to the INA, but had its own governance structure. The INA has its own council, but some of its members are also members of the CIMC council.

The CIMC's Secretariat is jointly funded by the Government of Papua New Guinea (GoPNG), through the DNPM, and AusAID, through its SPSN capacity building program. The GoPNG's contribution pays for the salaries and wages of all 13 core secretariat staff positions. The management fee is paid to the INA for administrative costs and overheads, including rentals, and also for some forum and meeting expenses. In order for the Secretariat to be independent, it was placed with the Institute of National Affairs to administer. The Secretariat provides an annual report to government, and is audited by a private accounting firm each year, along with the accounts of the INA.

The financial management and recruitment of staff of the CIMC are carried out by the Institute of National Affairs with the input of the Executive Officer of the CIMC Secretariat. In practical terms, the staff of CIMC does some work for the INA, while some staff of the INA, especially in the accounts section, do CIMC's work as well. The Executive Officer of the CIMC is not a signatory to the operational account, but plays the role of requisition officer. Most of CIMC's publications also bear the INA logo, which signifies a joint institutional cooperation.

For the first time in 2012, the GoPNG disbursed its full CIMC funding of K1 million, while AusAID decreased its contribution, as a result of changes in the Australian government policy. The CIMC had implemented its annual activities, anticipating that AusAID would continue its support, as in previous years. This led to an over expenditure of around K 700, 000 (Implementation Report 2012-2013:4).

The Governance Arrangement

Since the early formation of the CIMC, members of the Government, businesses, and civil society were invited to be part of the Council. The Minister for National Planning was the chairperson. The Council has members from government department, such as secretaries for the Department of Prime Ministers and NEC, Finance, Treasury, National Planning and Monitoring, Personnel Management, Justice and Attorney General, Agriculture and Livestock, and Trade and Industry. Other council members are the Governor of the Bank of PNG, the Managing Director of Investment Promotion Authority and the Director for Urban and Local-Level Government.

The Business Sector has representatives from the Business Council of PNG, the Rural Industries Council, the PNG Chamber of Commerce and Industry, the PNG Chamber of Mines and Petroleum, the Manufacturers' Council of PNG, and the Institute of National Affairs. The Non-Government Sector has representatives from the PNG Council of Churches, the Trade Union Congress, the National Council of Women, Conservation Melanesia, the Young Women's Christian Association, and Eco-Forestry.

The CIMC report to the National Planning Committee (NPC), whose chairperson is the Minister for National Planning. The Minister then tables the CIMC recommendations to the NEC. The CIMC Secretariat is organized around sectoral committees, and conducts the national and regional forums. There has been two council meeting each year, from 1998 to 2006. There was only one meeting in 2007 and 2008. There were no council meetings from 2009-2011. There was only one meeting held between 2012-2013.

The Capacity of the CIMC

Funding Issues

From interviews and the information that was gathered, it showed that there was a real issue of funding facing the CIMC. Some individuals in the interviews claimed that, if there was any inefficiency in the organisation, it really centred on the lack of funding for the organisation. The funding of the CIMC is not guaranteed under the government's budgetary process. There were attempts to incorporate the CIMC in the Recurrent Budget, but that was never reflected in the actual budget. The CIMC was either funded through the National Planning Department's PIP funds, or from Vote 207, under miscellaneous. There was a real need to include the CIMC in the Recurrent Budget and have the funding guaranteed in order for the CIMC to delivery its programs.

However, in order to include the CIMC in the Recurrent Budget, it has to be established as a legal entity by an Act of Parliament, or to have its function attached to a Department, such as National Planning and Monitoring. Currently, the CIMC is not a legal entity, so cannot open its own accounts. For funding to be guaranteed, it has to come under one of the functions of the Department of National Planning and Monitoring, or under the Department of the Prime Minister and NEC.

The lack of funding would have an adverse impact on the CIMC in that the donor agencies which fund the CIMC would want it to promote their interests and agenda. It would be easy to have the CIMC's mandate compromised by inclining to those who sponsor it. The CIMC cannot stand and defend the government's development priorities or the needs of the people, because other players are paying for its services. Currently, the CIMC operates on the goodwill of the Department of National Planning and Monitoring, and donors such as AusAID, and the Institute of National Affairs which administers the CIMC Secretariat.

The CIMC's work plan and budget summary seem to be issues as well. There are two financial reports to the two major donors. Donors, and in this case, AusAID, have specific interests and determine where that money should be spent, and on which activities. In fact, there are two work plans for the organisation, which reports to two funding sources.

It was observed by people close to the CIMC Secretariat that most of the Executive Officer's valuable time was taken up securing funding to run the organisation, rather than planning activities and programs for the CIMC. Although policy wise, there should be a separation between the CIMC and the INA, with the financial woes confronting the CIMC, the INA has been the one that bails out the CIMC when they run out of funds.

However, from interviews with the accounts people who administer both INA and CIMC funds, it was stated that the INA will surely not bail out CIMC from its financial woes, as INA's own coffers may run low at any time. Instead of the INA putting money in investments to collect interest, the money has been expended on CIMC's activities. The rental agreement with NASFUND has seen an increase in monthly rentals. The current IPA House rentals are quite exorbitant.

If people and the Government appreciate the purpose of CIMC to influence better policy outcomes, then funding for this institution must be guaranteed somehow.

Personnel

The review also discovered that there was a high turnover of workers at the CIMC which relates to the conditions of employment with CIMC. Thus, it is quite difficult to attract the best people to do the work which the CIMC is required to do. Also, it was found that there was no proper staffing structure for the CIMC, and the reporting structure appeared to be non-existent. The reporting and accounting structure has become complex, as the CIMC is administered by the INA. For example, when the Director of the INA goes on leave, the Executive Officer of CIMC does not act in that position. Also, when the EO of the CIMC goes on leave, he or she appoints whoever he or she wants.

Most staff of the CIMC come from the program on the Family and Sexual Violence Action Committee, and the remaining staff of the CIMC have to share most of the work load. It was discovered that one officer was responsible for the work of two or three sectoral committees. This is complicated when the INA calls officers away from CIMC duties to assist in jobs that are within INA's responsibility. As a result, there were calls by people for the CIMC to reduce the amount of work it was doing, to focus on only a few necessary task, and to prioritize the essential ones, rather than jobs that are not urgent and do not require immediate action.

Management

The management and reporting systems are a problem at the CIMC. In line with funding and the administration of accounts, the INA Director is more in control of the organisation than the CIMC's Executive Officer. For management to improve, a clear separation of the two organisations should be negotiated, with the CIMC having financial autonomy for its operations.

The CIMC's reporting structure has also been questioned by some people in the review, as to whether the CIMC should report to the Minister for National Planning or to the Director of the Institute of National Affairs. Most people suggested autonomy for the CIMC to resolve this administrative problem.

CIMC's organisational structure was another issue that the review discovered. There was no organisational structure with divisional managers, in order to determine who was reporting to whom in the organisation. When the Executive Officer was away, there was no second-in-command to report to. Transparency and accountability issues were raised in relation to the operation of the CIMC, and some of the programs it is running. The effectiveness of an organisation depends on people being transparent and accountable. The review recommends that there should be a major internal organisational review and restructure and that this needs to be done as soon as possible.

Governance

The governance of the CIMC also had problems as well, and this needs to be looked at. The major challenge seemed to rest with the interest of the Minister for National Planning. When the Minister was interested in the process and offered his or her support, the CIMC seemed to be doing well.

The other serious matter concerns the attendance at the Council meetings by the top bureaucrats in the Government. Many times, they are absent or send junior officers. This commitment needs to be improved, if CIMC's governance is to be improved. Top bureaucrats should take a keen interest in the CIMC process, as it reflects the voices of the grassroots people which they should listen to and factor into their own planning process for their respective departments.

The CIMC should not have an agenda of its own, but should represent and express the views of the people for better governance and service delivery. The CIMC should regard itself as a messenger, and only transmit and communicate the views of the various sectors. On some occasions, the CIMC felt that "the messenger" was sometimes placed in an awkward position, when the government's position ran contrary to what the people expected. This made the CIMC's task more difficult, because it relied heavily on government funding for its operations. It was possible to "shoot the messenger", even though he or she was only communicating. There have been instances, where the phrase "don't bite the hand that feeds you" came into play. Consequently, there should be clear legal protection given to this independent organisation, rather than having the government stifle its operation because of what it communicates, without fear or favour.

Conclusion

The review was tasked to investigate and establish the relevance, efficiency, effectiveness, and impact of the CIMC. The review team set out to consult with many stakeholders and collect relevant data and

information to assess the performance of the CIMC. The review assessed four areas - the relevance, the process efficiency, the impact and effectiveness, and the organisational efficiency.

The review established that the CIMC is operating on a specific, irrelevant, and out-dated NEC Decision. Therefore, there is an urgent need for the NEC to give the CIMC a new mandate and direction, with some guiding principles to underpin its operation. The CIMC, despite its many good programs and activities, does not seem to involve the greater population. Its reach is narrow and limited. Consequently, there is a need for innovative approaches to be designed in order to involve as many people in the policy dialogue process.

Furthermore, people in the regions stated that very little impact has resulted from the recommendations that are raised in the forums. There is a lack of proper governance of the Council, and a backlog of recommendations has yet to be presented to the NEC. Many people suggested that a new alignment to the government's policy and implementation mechanism by the CIMC is necessary. Finally, people generally believe that the CIMC does not have the capacity to roll out its programs, because of financial and staffing issues. In conclusion, the review recommends that the CIMC should be adequately resourced in order to operate efficiently and effectively.

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Annexes

Recommendations from the CIMC Review

1. The NEC to redefine the mandate, the direction and purpose of the CIMC

Government should immediately set up a taskforce to draw up a supplementary decision with a new mandate and Terms of Reference and look at re-establish the CIMC, by way of re-defining its purpose to suit the current social, economic and political conditions. The mandate and TOR should spell out the basic democratic principles and values that the CIMC should rely on, and define its roles and responsibilities.

Specific recommendations

- a) Set up a taskforce to work on a new mandate and direction for the CIMC
- b) Carry out self-review and assessment
- c) Establish the CIMC as an independent semi-government entity
- d) Establish the CIMC as a legal entity by an Act of Parliament
- e) Select and include guiding principles of the CIMC
- f) Market and disseminate the possible new look of CIMC to stakeholders
- g) Rename the CIMC to reflect its new direction and
- h) Study similar effective public dialogue forums to improve the CIMC's profile

2. The CIMC should design innovative approaches for wider consultation

The review recommends that the review should widen its approach in order to consult widely by employing innovative processes and using appropriate communication technology where possible and have regular contact with key stakeholders by devising an effective communication strategy to be in tune with the new direction that NEC will issue.

Also have in place mechanism and partnership arrangements o involve institutions, processes and people in the provinces and districts of Papua New Guinea.

Specific recommendations

- a) Effective communication with people, governments and institutions at national, provincial and district levels
- b) Devise a strategy that would involve ordinary people in the dialogue process
- c) Maintain effective communication partnership with all groups so that some do not feel overlooked
- d) Establish key contact persons in districts and provinces who can be properly utilised
- e) Set up more than one provincial group to be part of advocacy groups
- f) Employ up to date technology, such as television, mobile phones and electronic mail and websites to deliver important government messages and
- g) Use media polls constantly on important government agenda and development issues that people can be hooked into

3. The CIMC should build effective links with the government’s policy making process

Assessing the outcomes to measure effectiveness, the review found that only few of the many CIMC recommendations successfully became NEC decisions and legislation. Many issues raised by the people through the CIMC forums did not transpire into implementation plans, thus seriously questioning the effectiveness and impact of the CIMC. Therefore the review recommends that in line with the new NEC direction as in recommendation one, the CIMC should be linked to the government policy mechanism to be effective, so the people’s wishes are reflected in government policy and the budget process. Part of this recommendation is to review the establishment of the Sectoral Committees and to have an integrated policy development process.

Specific recommendations include the CIMC:

- a) To be a quasi-entity within the Department of National Planning, but reporting directly to the Minister for National Planning
- b) must have effective links to all government entities in their policy and legislative processes
- c) Provide advisory services to any government Sectoral Committees
- d) Provide advisory services to sub-national government planning and budget process
- e) Have links to IPPCC and the political platform process

4. The CIMC should be adequately resourced

In order to assess capacity of the CIMC to determine organisational efficiency, the review found that there were critical issues in the area of governance, administration, personnel and finance that needed to be dealt with **urgently**. Even if a new decision is handed down by the NEC, the reviewing of the resourcing, managing and capacity building for this entity is necessary. The

current administration of the CIMC is quite confusing, when one entity administers another, while the reporting and accountability mechanisms rest with another.

Thus the review recommends that the CIMC should come under an organisational restructure, and that this organisation is fully resourced and professional staff recruited. The reorganisation of the CIMC structure, its staff recruitment and development structure, the reporting structure and financial management should be reviewed to fully comply with the new direction and mandate from NEC.

Specific recommendations would include the:

- a) Funding of the CIMC to be guaranteed in the recurrent budget
- b) The CIMC operating independently of the INA
- c) Donors to fund the CIMC work plans only
- d) Restructure the staffing arrangement
- e) Review salary structure and other staff entitlements
- f) Review of the current reporting structure of the CIMC
- g) Need to employ experts and professional staff, like NRI
- h) Mandatory attendance of Council meetings by members