

# **PNG- Australia Transport Sector Support Program (TSSP)**

## **TSSP Advisor Situation Analysis Review**

**October 2008**

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## Acronyms

CAA	Civil Aviation Authority
DNPM	Department of National Planning and Monitoring
DoF	Department of Finance
DoT	Department of Transport
DoW	Department of Works
FMA	Financial Management Advisor
GoPNG	Government of Papua New Guinea
HR	Human Resources
HRMA	Human Resource Management Advisor
ICAO	International Civil Aviation Organisation
IT&C	Information Technology and Communication
M&E	Monitoring and Evaluation
M&ES	Monitoring and Evaluation Specialist
MTDS	Medium Term Development Strategy
NMSA	National Maritime Safety Authority
NTDP	National Transport Development Plan
PM	Program Manager
PSMS	Public Sector Management Specialist
PSRS	Public Sector Reform Strategy
SA	Situational Analysis
TSSP	Transport Sector Support Program

## Executive Summary

In August 2008, the TSSP Monitoring and Evaluation Specialist (M&ES) reviewed the Situational Analysis (SA) reports of 19 advisors working in respective agencies across the transport sector.

Agencies reviewed through the SA reports include Department of Transport (DoT), Department of Works (DoW), Civil Aviation Authority (CAA), PNG Ports, National Maritime Safety Authority (NMSA) and Department of National Planning and Monitoring (DNPM). The purpose of the study and review was focused on three broad areas:

- Provide a sectoral overview of the main challenges and issues confronting agencies in the transport sector;
- Analyse the linkages between the issues raised in the various situational analyses with the original capacity building technical assistance paper
- Provide an analysis on the strategic setting of TSSP to address identified issues and challenges.

The SA reports are key strategic documents that highlight key issues across functional areas that require attention and focus into the future and propose strategic approaches to address them. The SA reports, when read in conjunction with each other across the five transport sector agencies identify a number of common themes as well as specific independent issues.

The SA reports overall were of a high quality and demonstrate a strong understanding of specific work content and organisational and management issues currently faced by agencies in the transport sector.

In summary, some of the key issues and constraints identified in the SA reports that face the transport sector include:

- Generally weak governance systems in terms of management decision making and organisational structures;
- Limited access to counterparts in key positions to participate in capacity building and knowledge transfer;
- Corporate plans in place but often not 'operationalised' or prepared to cover respective business units;
- Non-compliance in some legislative areas often as a result of limited capacity to understand and implement legislative requirements;
- Poor financial planning, management and reporting across the sector. Expenditures not managed and limited analysis in allocation of resources;
- Human resource constraints in recruiting, retaining and mentoring suitably qualified staff and upgrading of management and technical skills;
- Limited communication and coordination between transport sector agencies and particularly with central agencies such as DNPM and Department of Finance (DoF) and Treasury;
- Weakness in information technology systems and communication across the sector posing problems in effective communication data storage.

The SA reports were reviewed by functional area across the agencies including policy/planning and strategic management, human resource management, finance, legal, information technology and communication (IT&C) and technical roles (e.g. engineering and aviation safety)

The first TSSP Capacity Building and Technical Assistance Plan (CBTAP) was also reviewed in line with the SA reports to analyse the proposed capacity building approach and to evaluate if the current Technical Assistance (TA) program is meeting the strategic conclusions and recommendations initially approved. The CBTAP provided the basis upon which advisors were selected and the issues raised in the Plan were consistent with the organisational reviews and analysis completed by TSSP advisors. It is clear from the analysis that the plan is central to the recruitment process and has provided the basis for the selection of advisors and their alignment to key positions within agencies.

The analysis of the SA reports indicate that TSSP is well positioned to begin addressing the needs and issues raised in the TSSP Capacity Building and Technical Assistance Program and contribute to overall defined program outcomes. Specific considerations and conclusions to further enhance the work of TSSP advisors and recommendations include:

- SA reports be reviewed annually to measure change(s) and performance against advisor workplans and reports;
- Continuing to highlight the role and importance of TSCMIC to TSSP advisors (PM to continue providing feedback/minutes of relevant meetings to advisors);
- Continuing weekly discussions and meetings among advisors within the sector and across agencies;
- Encouraging and facilitating counterparts in the transport sector to regularly meet (within and between agencies);
- Supporting current functional group meetings across agencies – Policy and Planning, Finance, HRM and IT&C;
- Maintaining close linkages between TSSP core team members and functional groups to clearly communicate strategic direction and activity implementation;
- Using the staged capacity building model used as an indicator of advisor performance, organisational change and performance and tool for identifying emerging needs.

## 1.0 Background

In August 2008, the TSSP Monitoring and Evaluation Specialist (M&ES) reviewed the Situational Analysis (SA) reports of 19 advisors working in respective agencies across the transport sector. A small number of advisors (3) were still to complete SA reports and these will be analysed in due course. Attachment 1 provides a list of the advisor reports reviewed and analysed to date. Agencies reviewed through the SA reports include Department of Transport (DoT), Department of Works (DoW), Civil Aviation Authority (CAA), PNG Ports, National Maritime Safety Authority (NMSA) and Department of National Planning and Monitoring (DNPM).

The purpose of the study and review was focused on three broad areas:

- Provide a sectoral overview of the main challenges and issues confronting agencies in the transport sector;
- Analyse the linkages between the issues raised in the various situational analyses with the original capacity building technical assistance paper
- Provide an analysis on the strategic setting of TSSP to address identified issues and challenges.

The SA reports overall were of a high quality and demonstrate a strong understanding of specific work content and organisational and management issues currently faced by agencies in the transport sector. Advisors were required to provide an overview of the current operating environment of their respective department and in particular the current situation within individual functional areas. The second phase of the SA process was a technical review and outline key strategic steps to address specific technical issues and to link these to agreed workplans.

A limited number of SA reports were more strategic than others in that rather than simply outlining the issues, these reports actually detailed and proposed key steps (linked to workplans) that addressed the perceived deficiencies and the approaches required to rectify problems. Despite not having a standard format to complete the reports, TSSP has provided the reports containing a more detailed analysis as examples to new advisors as a guide on how to approach the SA. This approach will further enhance the quality of overall SA reports, particularly for recently commenced advisors.

The following situational report evaluation highlights key themes and issues derived from the SA reports and draw conclusions from the information provided against existing reports and strategies and evaluate TSSP's ability to meet the challenges and issues raised.

## 2.0 Key trends and themes in the transport sector

The SA reports are key strategic documents that highlight key issues across functional areas that require attention and propose strategic approaches to address them. The SA reports, when read in conjunction with each other across the five transport sector agencies identify a number of common themes as well as specific independent issues.

In summary, some of the key issues and constraints that are reported on and challenge the transport sector include:

- Generally weak governance systems in terms of management decision making and organisational structures;
- Limited access to counterparts in key positions to participate in capacity building and knowledge transfer;
- Corporate plans in place but often not 'operationalised' or prepared to cover respective business units;
- Non-compliance in some legislative areas often as a result of limited capacity to understand and implement legislative requirements;
- Poor financial planning, management and reporting across the sector. Expenditures not managed and limited analysis in allocation of resources;
- Human resource constraints in recruiting, retaining and mentoring suitably qualified staff and upgrading of management and technical skills;
- Limited communication and coordination between transport sector agencies and particularly with central agencies such as DNPM and Department of Finance (DoF) and Treasury;
- Weakness in information technology systems and communication across the sector posing problems in effective communication data storage.

Despite these constraints, there are some positive features that are evident where additional support can be provided through TSSP, such as:

- Improved communication between DoT, PNG Ports and NMSA regarding legislative overlaps;
- Current corporate planning review and planning processes being implemented by agencies including DoT, NMSA and DoW; and
- Functional and organisational restructures occurred or are currently occurring in DoT, DoW, DNPM, CAA and PNG Ports.

An overarching issue not confined to specific functional areas is the general difficulty in gaining access to key counterpart staff. Some TSSP advisors do not have an identified counterpart and those that do often report an inability to effectively engage. The introduction of the staged capacity building model and development of capacity plans should promote closer engagement however it is an area that will require close attention and monitoring during the coming months.

This report provides an analysis by functional area across the sector covering all agencies rather than by individual agency. This approach is preferred as it allows for comparisons between functions and to identify commonalities and areas for future engagement between functions if appropriate.

## 2.1 Policy/Planning and Strategic Management

Policy/planning and strategic management advisors are limited to DoT, DNPM, DoW (DoW role is currently vacant) and PNG Ports (advisor currently being mobilised). The SA review focused on three agencies (PNG Ports excluded) and many of the themes and issues discussed relate to policy and planning for the sector more broadly.

The major theme to emerge from the reports is that all agencies work under clearly defined Acts of Parliament, Corporations Act and associated legal frameworks. The main challenge to

date is to ensure transport sector agencies comply with these acts and ensure activities and work are in accordance with legal principles and practices. This is primarily a governance issue that a central component of the TSSP approach and is captured in the TSSP M&E Framework, but also reflects a capacity issue to understand and apply these legislative frameworks to underpin governance.

The sector generally has poor capacity issues around policy and planning and the ability to understand and interpret legal terms and to provide sound policy and strategic advice to guide agencies. This is further compounded by poor organisational and management structures, limited budgets and other resources, predominantly limited communication between central and line agencies and among line agencies generally, and poor internal management systems including core functions such as finance, human resources and information technology.

For statutory authorities, board structures and functions remain problematic. The NMSA has experienced severe board function issues and as a result the board has not met formally for approximately 12-months. CAA and PNG Ports appear to experience less problematic relationships but further support is required to improve transparency and accountability and to recognize the separation of powers between board and management functions.

All transport sector agencies (except NMSA) are currently or have recently undergone organisational reviews and/or functional restructures. This is a positive development that will be closely monitored by the TSSP to measure direct impacts and contribution to other broader organisational reforms. However despite changes to overall executive management, systems remain generally weak with limited governance systems to underpin and support strategic planning and direction.

Corporate planning is improving generally across the sector with some individual agencies facilitating recent corporate planning workshops. Despite these relatively positive planning steps, agencies are often delayed in reporting against plans and all agencies do not actively track performance on a regular basis and align plans with changing strategic directions and decisions. This is an area for future engagement and support with TSSP advisors.

## **2.2 Financial Management**

Financial management generally across the sector is generally weak. The transport sector currently manages approximately K900 million from a range of sources including large contributions from the development budget and additional supplementary budgets through GoPNG.

The SA reports highlight deficiencies in basic financial planning and reporting including the preparation of financial statements, adequate planning and budgeting, poor internal controls to monitor cost expenditures and weak reporting against expenditures, including bank reconciliations.

A lack of auditing compliance and activity is also a common concern across the sector. Audit reports, if completed, are rarely acted upon and recommendations and findings are often not implemented. Compounding the problem is a weak governance structure where responsibility is not assigned and a lack of centralized coordination through DNPM to penalize agencies for non-compliance and inaction. All TSSP finance advisors have raised the issue of auditing in respective SA's and all advisors have included auditing as part of their workplans and have

identified capacity areas using the staged capacity building model to improve internal auditing systems and processes.

The DoW is a specific case where resources and efforts need to be channelled to support overall financial management and auditing. This is for several reasons: the high profile nature of DoW as a central body for road rehabilitation and maintenance, the size of budgets and the amount of funds received through recurrent and development budgets, the complex nature of the financial system as a result of trust accounts and the lack of transparency surrounding these, poor history of auditing and responding to recommendations in external audits.

The implementation and management strategy of trust accounts within DoW is an important technical support area for TSSP. Currently, there is limited transparency and accountability around reporting on the use and distribution of funds contained within trust accounts. The SA report has identified a need to confirm the total amount of funds in the trust accounts, how funding is assigned and used and to improve reporting processes, particularly in addressing conclusions and recommendations raised in previous audit reports. TSSP has responded positively to address the issue through the placement of a financial advisor and financial support cell to coordinate activities around trust accounts. The TSSP Financial Management Specialist is also providing support to this process.

The financial issues raised by advisors overlaps with issues raised by human resource advisors. Generally there is a weakness in recruiting and retaining suitably qualified financial staff. Many positions in finance departments across the sector remain vacant and 'acting' officers often fill senior positions. The high turnover of staff combined with limited capacity and 'corporate' knowledge creates gaps in the system and often leaves critical financial functions under resourced with limited accountability and transparency.

The issues faced by statutory authorities differ a little in terms of the greater accountability required in financial reporting however capacity constraints still remain. The heightened involvement of key stakeholders and shareholders ensures that reporting standards are often met and the 'for profit' nature of PNG Ports ensures there is a greater focus on revenue collection, cost recovery and monitoring of expenditures against corporate and business plans.

Similar expectations and standards need to be applied to public sector agencies to align financial reporting, accountability and control to all finance activities. The SA indicate a need for central agencies such as DNPM to take a more active and central role in assisting line agencies to plan, budget and report against approved submissions.

### **2.3 Human Resource Management**

Human resources, primarily the recruitment and retention of appropriate staff at the technical and management level, is a critical issue faced by transport sector agencies across the sector. Whether the agency is a public sector body, a private corporation or a statutory body, each agency faces issues surrounding the implementation of appropriate HRM systems and processes to underpin recruitment and retention to provide an appropriate work environment for all.

As indicated earlier, most transport sector agencies have recently undertaken or are currently undertaking functional reviews and organisational restructures. Whilst this is positive in terms of recognizing a need for change, the desired outcome may be diluted as a result of an inability

to fill strategic positions within agencies. The lack of strategic direction generally also contributes to poor planning and prioritizing of needs based on available resources (both human and financial)

Payroll systems, particularly in DoW and DoT are problematic with evidence in the DoW of weak oversight mechanisms to address potential fraud cases. Although no cases were identified, systems need strengthening to ensure compliance and transparency. HRMA and FMA reports indicate problems with determining current staffing levels, payment of allowances and problems in feeding data and information into the PNG Government Accounting System (PGAS) system. At present all public sector agencies rely upon manually entered monthly financial management reports which prone to mistakes and manipulation.

Training and skills development is problematic across the sector. The SA identify that many training programs are not strategically linked to job functions and are ad hoc in approach since most agencies have not completed adequate training needs analysis. Training is often outsourced with a limited capacity to provide in-house. This poses cost issues and also results in greater absenteeism with key staff often traveling to training sites. Some initial studies also highlight that trained staff also do not have an opportunity apply new knowledge to job roles.

## 2.4 Legal

The transport sector has numerous legal acts and legislative mandates that guide implementation and management of activities across all agencies. Overall there appears to be a generally weak legal and regulatory framework for transport activities combined with a limited understanding of the implications of adherence to relevant legislative Acts and laws. This poses significant social and political risks to the operations of agencies. Individual agencies face a range of legal issues including: landowner issues, compensation claims, direct legal action from stakeholders and contractor dispute claims.

In addition to the weak legislative framework and adherence to laws, the SA reports indicate also a corresponding lack of capacity to implement and manage legal compliance. This is most evident in the CAA where there is a lack of systems and policies to support the legal requirements for aviation security and safety. The gap is further exposed when the CAA context is measured against international standards and codes through International Civil Aviation Organisation (ICAO) that set the regulatory environment.

Another area where there is significant legislation is in the maritime sector, particularly around maritime safety. Legal understanding and compliance is very important for maritime safety, particularly given the broad ranging nature of legislation that covers PNG laws and also international shipping laws and standards. Rigorous testing and monitoring is required on a regular basis.

Across the sector generally there appears to be a need for changes to existing governing and operational legislation and regulations. The National Transport Development Plan (NTDP) identifies a need to review and reform transport legislation and regulation and the legal advisor in DoT has identified that some legislation is out of date and need to be repealed or updated for effective enforcement. In some instances, new legislation may need to be introduced.

A copy of relevant legislation affecting the transport sector is included as Attachment 2.

## 2.5 Information Technology and Communication

Information Technology and Communication (IT&C) faces a dual problem in that a lack of capacity is compounded by a lack of adequate physical infrastructure to support an appropriate IT and communication system across the sector. IT&C is an important management tool, particularly in supporting current organisational reforms and restructures as transport agencies seek to improve communication and coordination internally and with external stakeholders.

IT&C advisors are placed within the DoT, DoW and CAA and several common themes that have emerged:

- Lack of physical IT&C infrastructure that is adequately developed, maintained and operational
- Limited policies and appropriate processes to underpin IT functions across the sector;
- Lack of communication impedes decision making and coordination within and between agencies;
- Limited storage systems reduce capacity for knowledge transfer and retention of corporate knowledge.

An analysis of SA reports indicates that executive branches generally across the sector do not place enough emphasis on the importance of function IT&C systems. It is apparent that there is a general lack of understanding of the scale of the problem and an inability to prioritise and allocate adequate resources for systems to be not only upgraded but to be adequately staffed with technically competent and trained staff.

## 2.6 Technical Advisor Roles (Engineering, Contracts, Aviation Safety)

The work requirements of DoW engineer advisors are broad ranging. Engineering functions, like those of other advisory roles, is hampered by limited capacity within DoW, particularly in the recruitment and retention of suitably qualified staff to manage current workloads. Capacity at the provincial level is also weak with limited supervisory function occurring of contractors and project management consultants. Capacity constraints are not only limited to DoW with capacity constraints also evident within the private sector. At present, work is dominated by a handful of large contractors that already have large work commitments.

A strong focus of the engineer advisors to strengthen the capacity of counterpart staff to align their technical skills towards a more supervisory capacity in line with the strategic shift in DoW away from project implementers to more contract and supervisory roles. The involvement of the DoW contracts administrator is a key support function in this regard.

The contracts administration role within DoW is a critical function that supports the DoW's recent organisational reforms and functional restructure. The concept of outsourcing and packaging contracts to the private sector and for the agency to assume a supervisory role is strategic and adopts international standards and practice. The discussion presented in the SA on procurement cuts across a number of functions including HRM, finance and strategic management. The proposed strategic shift towards improved contract administration, outsourcing and procurement of professional services requires significant levels of support to transform a traditional bureaucratic and implementation focused agency towards a more streamlined entity aimed at reducing inefficiencies, promoting quality work and presenting improved value for money considerations.

The aviation audit and safety system process within CAA has specific challenges which have already been alluded to in terms of HRM capacity and legal compliance with national and international standards. A further issue is the lack of current safety investigation and crash activities. This is further compounded by the lack of an Accident Investigation Commission, which currently breached the CAA Act and ICAO standards. These issues, when combined, contribute to ineffective safety activities, limited safety education and awareness and distribution of safety information and standards.

### **3.0 TSSP Capacity Building Framework and Technical Assistance Program**

In December 2007, the TSSP Public Sector Management Specialist (PSMS) completed an information gathering exercise aimed at assessing organisational activities (systems, structures and behaviours) to assist in developing capacity within agencies. The assessment identified 40 priority technical assistance needs (29 advisors, 1 locally engaged staff, 3 contractors, 3 in-line positions and 4 DoW staff positions) were identified as being required to address the capacity building needs of various agencies as well a project management services to oversight existing projects.

The assessment reviewed GoPNG policies and existing reform programs – primarily the Medium Term Development Strategy (MTDS), the NTDP and the Public Sector Reform Strategy (PSRS). The review derived the following conclusions of these strategic documents:

- Not all goals in the MTDS which have transport related implications are supported in the NTDP
- Very few of the goals in the NTDP are supported in the DoT corporate plan
- Many of the goals in the NTDP have no primary agency allocated to delivered required outputs
- Limited timeframes contained in the NTDP that makes governance and M&E difficult.

A key feature of the approach has been the close consultation and collaboration with respective transport sector agencies to identify capacity gaps within respective agencies. This approach promotes a greater level of ownership and also raises expectations and awareness of the need to work together to achieve mutually beneficial outcomes. The involvement of counterparts in the selection of advisors to fill advisory roles is a key success in fostering closer partnerships.

The involvement of the Transport Sector Coordinating Monitoring and Implementation Committee (TSCMIC) in developing and the TA program is another successful outcome of the program. The TSCMIC approved the final capacity building approach and TA Plan and their ongoing involvement in setting strategic direction assists TSSP in aligning resources to meet current and emerging capacity needs on behalf of the sector.

From a corporate planning perspective, all agencies currently have operating corporate plans. The main challenge is around the definition of appropriate performance indicators and the collection of relevant data at respective times to provide relevant and satisfactory reports for key stakeholders. This issue has been identified through a number of SA's to support the findings of the capacity building framework.

Organisational systems within agencies appear to be adequate, however there is a distinctive lack of a capacity demonstrated by respective agency staff to complete job functions.

The main areas where assistance was sought across the sector can be summarized as follows:

- Policy, planning and strategic management;
- Financial management to strengthen financial management capacity and to implement robust and accountable financial processes and procedures;
- Requirements to review governing and subsidiary legislation to clarify roles, functions, responsibilities and identify areas of conflict and draft appropriate amendments;
- Support the improvement of HR functions;
- Enhance information and communication infrastructure and strengthen capacity of staff to manage and maintain the network.

Specific roles identified through TSSP included:

- Provincial Policy and Planning Advisor – DoT
- Technical Engineers (Bridge, Roads and Contracts) – DoW
- Aviation Audit and Safety Systems Advisor – CAA
- Maritime Safety Advisor – NMSA
- Port Operations Advisor – PNG Ports

The report prepared by the PSMS around capacity building and technical assistance requirements still remains relevant to the TSSP. The advisor recruitment program has centered around this strategic document and the technical assistance recommendations provided have been followed.

There will be a need to review the plan once again at the end of 2008 to ensure the technical assistance program remains relevant and will need to be closely aligned to the results derived from the TSSP M&E framework, Annual Performance Report and also initial results from the Staged Capacity Building Model and associated reports.

#### **4.0 Is TSSP positioned to meet needs of agencies?**

The SA review provided a unique opportunity to gain insight into the current situation within agencies with respect to overall management and governance and specific issues relating to individual work functions (i.e. finance and HRM etc).

In reviewing the SA reports and the original capacity building plan there is considerable evidence that TSSP is well positioned to meet current demands and expectations within the transport sector with respect to advisor positions. The key, like the capacity constraints experienced within transport sector agencies; is to identify, select, recruit and retain advisors to fill positions.

The situation will need to be closely monitored to address emerging needs in agencies. This has already been addressed to some degree with the recruitment of specialist advisors into roles, for example, such as provincial policy and planning, safety audits in aviation, maritime safety and port operations. The completion of staged capacity building frameworks by advisors

with counterparts will also further consolidate and strengthen the approach to address specific needs raised in the SA reports. This activity will create an opportunity for advisors and counterparts to map out issues together and develop strategies to address the issues and increase individual and organisational performance. Reviews, through advisor reports, will enable TSSP to track progress and to ensure alignment between emerging needs and current strategic direction.

A challenge may be that the work of these advisors may generate the need for additional support around these specific roles. For example work with provincial transport departments may require functional support to strengthen capacity and governance systems. Whilst this may be outside the scope of TSSP, it represents a need to closely link with other development programs already operating at the provincial level (i.e. Sub-National Strategy Program).

M&E has an important role to play in ensuring the alignment of TSSP activities to emerging needs within transport agencies. This will be addressed through monthly reviews of advisor reports, six-monthly reports and independent annual performance reports. The staged capacity building model approach is also important in tracking to impact advisor roles have in strengthening organisational capacity and improving performance against agreed plans and strategic policy and planning documents.

One area for potential improvement is the alignment with other advisors and specialists working in the Department of Finance and Department Treasury. Although the main focus of TSSP is within line agencies, the relationship with central agencies has been raised in a number of SA reports and through individual consultations with GoPNG counterparts. TSSP currently has one advisor located in DNP&M. This position may require additional support into the future, particularly around budgeting and planning and also in improving communication and coordination around budgets, as more funds are likely to be apportioned to the transport sector.

The TSCMIC received little attention in any of the SA reports, which is concerning given the overall coordination and monitoring role the committee fulfils on behalf of the sector. More effort is required to ensure TSSP advisors are aware of the role of the TSCMIC and the TSCMIC strategic framework that is aligned to the TSSP M&E framework against which advisor reports and activities will be assessed.

The SA reports highlight the need for ongoing coordination between TSSP advisors working within the same transport agency. Whilst this may appear simplistic and straightforward, the SA reports in some instance reveal commonalities within agencies, particularly between finance and HRM that need close consultation and dialogue. DoW has already commenced addressing this issue through regular weekly meetings where minutes are taken and advisors discuss areas of potential overlap and consultation.

A further consideration is the implementation of functional group meetings across transport sector agencies. This would allow for more in-depth consultation surrounding issues important to the sector across functions. Tentative steps have already been made for HRM and Finance advisors to meet but formal meetings are yet to commence. The review of SA reports has detailed a number of issues where information needs to be shared and discussed.

The establishment of close linkages between advisors within agencies and across functional groups highlights the need for a close association with TSSP core team members (PSMS,

Finance Management, and M&ES). This approach has two main advantages, firstly to ensure advisors are working to agreed schedules and frameworks for the program overall and secondly for advisors to provide both formal and informal information to the core team for the purposes of reporting and further action. For example, the information provided by advisors is critical in reporting against the TSSP M&E framework and conversely the opportunity is available to inform advisors of refined targets and indicators.

A longer terms strategy is to have advisors encourage and facilitate meetings between advisors across agencies and also to have respective counterparts meet also. Tentative steps have already been taken in this regard to involve senior staff from DNPM and to meet with agencies to discuss resourcing and budgeting requirements. The SA reports make mention of counterpart engagement and involvement, however this is limited to consultations between advisors and counterparts. The further linkage between advisors and counterparts across function groups is a realistic opportunity to promote further engagement and strengthen capacity.

Some SA reports mentioned the ongoing high-level meetings between transport sector agencies. Specific mention is made of the legislative discussions between NMSA, PNG Ports and DoT to clarify management roles, functions and responsibilities. These high level meetings need to be encouraged and facilitated further to promote greater coordination and understanding. The TSCMIC needs to take a lead role in coordinating these meetings and ensure agencies report on resolutions and outcomes of consultations and meetings, TSSP will support all efforts to achieve this.

## 5.0 Recommendations

Specific recommendations to enhance the work of TSSP as a result of the information derived from the SA reports include:

- SA reports be reviewed annually to measure change(s) and performance against advisor workplans and reports;
- Continuing to highlight the role and importance of TSCMIC to TSSP advisors (PM to continue providing feedback/minutes of relevant meetings to advisors);
- Continuing weekly discussions and meetings among advisors within the sector and across agencies;
- Encouraging and facilitating counterparts in the transport sector to regularly meet (within and between agencies);
- Supporting current functional group meetings across agencies – Policy and Planning, Finance, HRM and IT&C;
- Maintaining close linkages between TSSP core team members and functional groups to clearly communicate strategic direction and activity implementation;
- Using the staged capacity building model used as an indicator of advisor performance, organisational change and performance and tool for identifying emerging needs.

## Attachment 1: TSSP Advisor Reports Reviewed

Advisor Name	Advisor Position and Agency
Barbara Cole	Aviation Audit and Safety Systems Advisor (CAA)
Bill Flaherty	Policy and Planning Advisor (DNPM)
Brad McMahon	Human Resource Advisor (DoT)
Nasser Kaviani	Information, Technology and Communication Advisor (DoT)
David Nicholson	Financial Management Advisor (DoT)
Manfred Ruzsicska	Policy Development Advisor (DoT)
Anthony Lawson	Legal Advisor (DoT)
Anthony Partridge	Provincial Policy Planning Advisor (DoT)
David Meehan	Strategic Management Advisor (DoT)
David Whitehead	Financial Management Advisor (DoW)
Mark MacNamara	Human Resource Advisor (DoW)
Geoff Sheridan	Policy and Planning Advisor (DoW)
Kam Khademazad	Information, Technology and Communication Advisor (DoW)
K.H.Wickramaratne	Road Construction Engineer Advisor (DoW)
Patrick Mannix	Road Construction Engineer Advisor (DoW)
Tim Harris	Maritime Safety Advisor (NMSA)
John Fotheringham	Human Resource Advisor (PNG Ports)
Andy Goodwin	Human Resource Advisor (CAA)
Salvatore Garilli	Contracts Administration Advisor (DoW)

## Attachment 2: Transport Sector Relevant Legislation and Regulations

### Structural legislation

- Constitution
- Organic Law on Provincial and Local-level Governments 2006
- Public Services (Management) Act 1995
- Public Finances (Management) Act 1995
- Interpretation Act 1975
- Ministers' (Delegation) Act 1975
- Ministers (Delegation) Regulation 1976
- Underlying Law Act 2000

### Land Transport

- Compulsory Third party Motor vehicles Insurance Industry Act 2002
- Land Transport Board Act 1968
- Licensing of Heavy Vehicles Act 1977
- Licensing of Heavy Vehicles Regulation 1977
- Motor Car Dealers Act 1976
- Motor Car Dealers (Price of Vehicles) Regulation 1981
- Motor Traffic Act 1950
- Motor Traffic Regulation 1967
- Motor Vehicles (Third Party insurance) Act 1974
- Motor Vehicles (Third Party Insurance) (Basic Compensation) Act 1974
- Motor Vehicles (Third Party Insurance) (Basic Protection Compensation) Regulations 1974
- Motor Vehicles Insurance (PNG) Trust (Administrative Arrangements) Act 1996
- National Roads Authority Act 2003
- National Road Safety Council Act 1997
- Roads Maintenance Act 1971
- Roads Maintenance Regulation 1973
- Roads Regulation 1937

### Air Transport

- Aerodrome (Business Concessions) Act 2000
- Civil Aviation (Aircraft Operators' Liability) Act 1975
- Civil Aviation Act 2000
- Civil Aviation Regulation 1975
- Civil Aviation (Aircraft Charges) Regulation
- National Airline Commission Act 1973

### Maritime Transport

- Admiralty Act 1987
- Admiralty Court Act 1840 (adopted)
- Admiralty Court Act 1861 (adopted)
- Admiralty Rules 1926 (refer to the Colonial Courts of Admiralty Act 1890)
- Dumping of Wastes at Sea Act 1979
- Harbours Act 1963
- Harbours Board (General) By-Laws 1967

- Harbours Board (Inflammable Liquid and Dangerous Goods) By-Laws 1976
- Marine Insurance Act (adopted)
- Marine Aids to Navigations Act 1972
- Marine Board Act 1908
- Merchant Shipping Act 1975
- Merchant Shipping (Pilotage) Regulation 1976
- Merchant Shipping (Registration) Regulation 1975
- Merchant Shipping (Safety) Regulation 1976
- Merchant Shipping (Coasting Trade) Regulation 1978
- Merchant Shipping (Committee of Advice) Regulation 1977
- Merchant Shipping (Crewmen) Regulation 1976
- Merchant Shipping (Navigational Aids) Regulation 1976
- Merchant Shipping (Maritime Security) Regulation 2005
- Merchant Shipping (Load Lines) Regulation 2006
- Merchant Shipping (Deck Cargoes) Regulation
- Merchant Shipping (Dangerous Goods) Regulation
- Minimum Age (Sea) Act 1972
- National Maritime Safety Authority Act 2003
- National Seas Act 1977
- Overseas Trade (Shipping) Act 1982
- Prevention of Pollution of the Sea Act 2003
- Prevention of the Pollution of the Sea Regulation 1980
- Port Charges Act 1957
- Port Charges Regulation 1957
- Protection of Sea (Oil Shipping Levy) Act 2003
- Sea-carriage of Goods Act 1951
- Seamen (Foreign) Act 1952
- Seamen (Unemployment Indemnity) Act 1951
- Seamen's War Pension and Allowance Act 1949 (Australian, adopted by the Constitution)
- Shipping Act 1951
- Shipping (Freight Rate) Regulation 1974
- Transport (Collection of Information) Act 1969