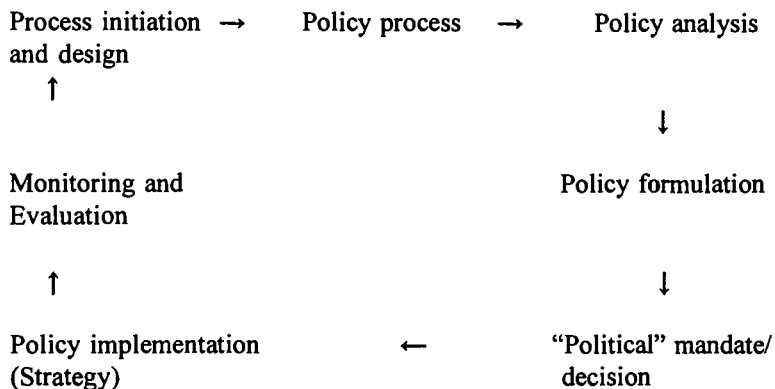


## PROCESS DIMENSIONS OF POLICY MANAGEMENT

The common phases of the policy-making process which are practically applicable, include the following: policy initiation; policy process design; policy analysis; policy formulation; decision-making; policy dialogue; implementation; and monitoring and evaluation.

### Example of a typical policy cycle or process



Although policy processes follow a cyclical process, such a cycle should be viewed in a dynamic way in which certain stages need not necessarily take place.

### POLICY INITIATION

Policy initiation is defined as those actions which lead to the initiation of a formal policy process. Practitioners also speak of policy innovation in the context of specific issues being placed on the agenda, often by proactive research or analysis. The initiation of policy in government often takes place as a deliberate decision and, in most cases, the accompanying authorisation by a person or body who has the mandate to do so is important.

A further aspect which is particularly important is that of agenda-setting, not only for the issues to be pursued, but for the actual process of what will be done, how, by whom and how it will be interpreted. Since actual agendas tend to be dominated by urgency, and since the time management by senior executives and top decision-makers generally leaves little time for policy development, it is necessary to look for “critical choices” which are expected to have significant impact on the future, to reserve for them priority status on deliberation and decision agendas, and to

allocate to them large parts of available policy development resources, including organised manpower and the time and attention of top decision-makers.

## **POLICY DESIGN**

Policy design is defined as the planning and designing of a particular policy process, following the decision to initiate a policy. A particular emphasis is therefore being placed on process design. Typically, the design phase encompasses planning, programming and budgeting but would also give attention to the management aspects of a process and the delineation of the study field.

## **POLICY ANALYSIS**

Policy analysis may be defined as a systematic way of determining options and the likely outcomes. A framework for policy analysis contains five elements:

1. Defining the problem  
↓
2. Identifying options  
↓
3. Determining consequences of each of the options  
↓
4. Predicting the outcome of these options  
↓
5. Making a set of value judgements from the options and the likely outcomes

These are not necessarily steps but rather an interactive process.

Policy analysis represents the backbone of policy management, as the generation and development of viable policy options and sets of policy guidelines as sound alternatives are the very reason for managing policy-making processes at all. As such, this phase and its elements provide important guidance for other phases of the policy-making process.

Policy analysis is not a one-dimensional activity. Political imperatives and changing circumstances do not allow for measured consultation. Determining policy is a political prerogative, but the policy analysis process is fundamentally constrained by the availability of the public service to conceive and implement policy options. Improving capacity implies a review of structures and systems within the public service, but equally it requires an improvement of the context within which the public service operates. In particular, it requires an improvement

in the partnerships which the public service can establish to ensure fresh thinking in policy appraisal, and informed support through consultation.

## **PRESSURES FOR POLICY CHANGE**

The pressures for policy change are growing. Continuing fiscal difficulties and growing consumer demands have placed governments under pressure to do more with less. The global spread of new ideas about how government should operate, the breadth of its role, and the style of its management and structures, have accelerated the pace of innovation. Few areas of social or economic policy remain constant.

Within that climate of accelerating change, the difficulties faced by the public service are increasing in some key areas.

### **Policy appraisal**

Appraisal helps to improve decision-making by considering whether a proposed policy is likely to be worthwhile and by comparing in advance the different options for putting it into practice.

In identifying appropriate policy options at a time of rapid change, a balance must be maintained between innovation and consolidation. In preparing policy options for political consideration and for consultation:

- public service experiences in implementing current policies must inform the debate without constraining to simply more of the same;
- innovations must be considered without allowing untested novelty to overwhelm experience; and
- cross-cutting implications for other policy areas, which are themselves facing rapid change, must be addressed.

### **Consultation**

The White Paper stage must ensure that policy options have credibility for stakeholders and affected groups. While acceptability to stakeholders is a complex and largely political judgement, credibility is a function of adequate research, coherent assessment of the capacity of the public service to administer the policy change, and a clear understanding of international policy trends.

## **Advising on policy selection**

Aligning fast-changing policy developments across different sectors presents particular challenges. Recent managerial changes within the public service, with departments and units more single-mindedly pursuing business objectives, adds to the challenge of co-ordination.

### **REASONS FOR CAUTION**

Policy analysis is not an easily-defined and well-bounded activity. In focusing on the need to strengthen the policy analysis capacity of the public service, there is a risk of policy overload resulting from the accumulation of too many policy directives with inadequate consideration of the implementation difficulties. Discredited initiatives form a poor foundation for further policy developments.

A strengthened policy analysis capacity can result in a faster flow of policy proposals, when what is required is a more targeted and more considered series of initiatives.

Enhancing policy analysis capacity will highlight existing tensions between officials and politicians, particularly where these relate to inconsistent political leadership. Focusing on the policy analysis capacity of the public service may expose existing areas of difficulty.

### **ENHANCING POLICY ANALYSIS CAPACITY**

There are four elements to any strategy for enhancing policy analysis capacity:

#### **(i) *Identifying policy as an output***

In developing business plans and in agreeing objectives, ministries, departments and other units within the public service can recognise policy analysis as an important output with identified targets. Ministries can adopt a Total Quality Management approach and create detailed parameters under the headings of: completeness, relevance, timeliness, cost-effectiveness, reliability, communicability and assessment of quality.

Policy advice is now explicitly identified as an output of many of the core state sector agencies in New Zealand. In July 1991, the Minister of State Services directed the State Services Commission (SSC) to review the provision of policy advice from government departments in order to identify ways of improving the quality of policy advice.

The impact of poor quality advice on government decision-making is profound. In total, public expenditure in New Zealand exceeds \$30 billion, much of it on transfer payments such as pensions and benefits. Policy advice plays a key role in ensuring that these resources are used effectively and efficiently.

The direct cost of providing policy advice is considerable (approx. \$400,000 million annually). There are about 1,000 policy analysts working in the New Zealand public service.

Following public service restructuring, a significant number of ministries have policy advice as their core business. Others have policy advice as a large proportion of their outputs. Almost all state sector agencies undertake at least some policy development work. In seeking ways to improve the cost-effectiveness of this activity, government was signalling its concern both at the cost and the quality of the policy advice it was receiving.

By 1991, the New Zealand Government was sufficiently concerned about the aspects of the advice it was receiving from its primary source of policy advice – the public service departments – and decided to instigate the *The Review of Policy Advice from Government Departments*.

As a result of the Review, the State Services Commission published criteria to assist ministries, departments and auditors and to judge the quality of policy advice (these became part of the specification for the annual "purchase" of policy advice). The SSC also published a booklet defining good practice in the management of policy units. The Treasury established a benchmark for the cost per day of a policy adviser for use in discussing estimates with departments.

## **(ii) *Strengthening central policy analysis bodies***

Policy co-ordination requires a central body, capable of identifying policy developments across sectors and departments. Traditionally, this has been achieved by strengthening the offices of the prime minister or the president, or the cabinet machinery. Corresponding changes at ministerial level include the establishment of parliamentary committees. Such bodies take a particular responsibility for monitoring that policy developments are in line with the overall national plan.

In Britain, the Treasury takes a lead in co-ordinating the general approach to policy analysis and has issued a detailed Guide for Managers which sets out the basic requirements.

Various strategies have been introduced to improve management across government. For example, there is a formal requirement to deliver certain services or activities to a specified standard, such as the account directives from the Treasury or the Cabinet rules on policy evaluation. A considerable drive to improve management has been through the Public Expenditure Survey and other central initiatives under the "Financial Management" sphere. The new emphasis is on the development of output and performance measurements, and the shift to greater delegation to departments in areas such as financial systems and control, pay and personnel matters.

**(iii) *Improve the climate of policy debate***

Policy analysis requires a mix of consolidation and innovation, of respect for existing public service perspectives, and of conviction that outputs can be improved. The balance can only be achieved by establishing an open climate of policy debate in which private sector and NGO sector interests, academic bodies and service providers can contribute to the broadly-based discussion.

**(iv) *Improve skills***

There are particular skills required for public policy development:

- benchmarking approaches which assess the trade-off between price and quality in the purchase of policy advice; (as adopted by the New Zealand Cabinet);
- application of analytical tools; and
- the use of quality indicators to monitor policy outputs.

Enhanced policy analysis capacity may include systematic staff exchanges between policy units to share current approaches, and more specific training in qualitative and quantitative policy analysis.

**A particular initiative in enhancing policy advice in New Zealand: A Handbook entitled *The Policy Advice Initiative – Opportunities for Managers***

Central to the preparation of the handbook was the premise that policy advice is a multi-disciplinary craft involving a body of theory and practice that can be applied by all policy agencies. Economics, law and statistics are frequently used, as are a number of other disciplines.

Although policy advice is difficult to define, it has the following characteristics:

- it is a method of synthesising information and research results to produce recommendations for policy decisions;
- it evaluates options in terms of explicit criteria, such criteria being formative and prescriptive, not descriptive; and
- it involves theory and is value-based; the results are linked to concepts and frameworks and good analysis makes such frameworks explicit.

The Social Policy Agency, part of the Department of Social Welfare, has developed the following definition of policy advice:

"Excellent policy advice is based on rigorous objective analysis of relevant research and information, and operational feasibility and uses a wide range of inputs from other interested parties."

The handbook, entitled *The Policy Advice Initiative – Opportunities for Management*, is designed primarily for use by policy managers as a reference source and a quick tool for assessing particular policy issues. The key areas covered are: Expectations; Policy Analysis; Human Resource Management; and Organising Resources.

## **POLICY FORMULATION**

Policy formulation is defined as the purposeful articulation or formulation of policy, although this concept is sometimes considered as a part of policy analysis, and the drafting of policy as simply the outcome of the analysis stage. Experience has shown that specific skills are involved in drafting policy and that particular attention needs to be given to the formulation of policy. Policy formulation refers narrowly to the crafting of proposed alternatives or options for handling a problem.

### **Policy Analysis contributing to the National Development Policy of Malaysia**

At the national level, policy analysis and evaluation is carried out by the Economic Planning Unit of the Prime Minister's Department. The Macro and Evaluation Division of this Unit evaluates the impact of government policies on the quality of life and on the economy.

The Implementation and Co-ordination Unit of the Prime Minister's Department monitors the implementation of programme components. This Unit is the secretariat to the National Development Council (NDC) whose functions are:

- To ensure that the implementation of government policies and strategies are in line with the objectives of the National Development Policy (NDP) and the Sixth Malaysian Plan (SMP).
- To monitor and evaluate the implementation strategies of programmes and projects under the NDP and SMP. The NDC is assisted by the National Development Working Committee.
- To carry out an effective programme and project analysis and evaluation, information is vital to check progress. The Unit has established a computerised and integrated information system to capture and monitor all programmes and projects in terms of its physical (SIAP information system) and financial (SETIA information system) progress. This Unit is the central repository for this information. The feeders to this information system are the various implementing government departments and the system is updated every three months.

The Government has produced various guidelines to assist implementing agencies to improve the planning of development projects.

The political role-player should make an actual decision on policy. This also symbolises the acceptance of policy and provides the mandate for implementors to act. Such a political decision by a policy-maker provides the legitimate setting for policy and also enables legislation to follow.

A policy decision involves action by some official person or body to adopt, modify or reject a preferred policy alternative. In positive fashion, it takes such forms as the enactment of legislation or issuance of an executive order. Furthermore, a policy decision is usually the culmination of various decisions, some routine and some not so routine, made during the operation of the policy process. As the formulation process moves towards the decision stage, some provisions will be rejected, others accepted and still others modified; differences will be narrowed; bargains will be struck, until ultimately, in some instances, the final policy decision will be only a formality.

## **DIALOGUE AND ADVOCACY**

Dialogue and advocacy are important for improving the climate of policy debate. Policy advocacy involves the use of analysis in making an argument for a particular policy. However, the role of analyst as political actor and the political actor as analyst are both controversial as they may do so at the expense of standards of objectivity.

In many countries, dialogue may be more appropriate than advocacy. Policy-makers have a need to engage with other players and to interact on such policies for a range of reasons, such as participation, review, implementation, clarity, etc.

Marketing of a policy could be combined with the public relations activities of the policy-maker. Further, those responsible for public relations could maintain an information service for policy-makers to inform them about the attitudes of the public affected by such policy.

## **POLICY IMPLEMENTATION**

Together with policy analysis and evaluation, policy implementation is a crucial phase. Conditions for successful policy implementation can be summarised as follows:

- (i) The policy and its statute(s) contain clear and consistent objectives, or some criteria for resolving goal conflicts.
- (ii) The policy accurately identifies the principal factors and linkages leading to, and influencing, policy outcomes, including specification of target groups and incentives.
- (iii) Policy implementation is structured to maximise the probability of compliance from implementing agents and target groups. This includes:
  - assignment of implementation responsibility to a capable and sympathetic agency;
  - integrated implementation structures with minimum veto points and adequate incentives for compliance;
  - supportive decision rules (for example, appropriate authority and procedures);
  - adequate financial resources; and

- access to, and participation of, supporters.
- (iv) Leaders and top managers possess substantial strategic management and political skills, and are committed to the policy objectives.
- (v) The policy receives on-going support from constituency groups and key stakeholders within a neutral or supportive legal system.
- (vi) Socio-economic and political conditions remain sufficiently supportive and stable for the policy not to be undermined by changes in priorities, conflicts and/or radical shifts in resource availability for implementation.

Policy implementation is an on-going, non-linear process that must be managed. Tasks emphasise their strategic orientation: policy legitimisation; constituency-building; resource accumulation; organisational design and modification; mobilisation of resources and actions; and monitoring impact.

Critical to implementation is the ability to learn while doing and to maintain flexibility. When problems arise, addressing them calls for shared analysis and joint action, both inside and outside government, and for building strategic planning and management capacity along with technical skills.

The policy implementation process is at least as political as technical, and is complex and highly interactive. Besides technical analysis, it calls for consensus-building; participation of key stakeholders; conflict resolution; compromise; contingency planning; and adaptation. New policies often re-configure roles, structures, and incentives, thus changing the array of costs and benefits to implementors, direct beneficiaries, and other stakeholders. As a result, policy implementation is not necessarily a coherent process; instead, it is frequently fragmented and interrupted. Experience has shown that an inwardly-focused, “business-as-usual” approach will fall short of achieving intended results.

Although common implementation themes can be identified across a range of policy situations and countries, individual and contextual factors are also important. Simplistic “cookbook” approaches to managing policy change do not work. Sorting out what is generalisable and what is situation-specific, identifying cause and effect linkages, and devising appropriate action strategies are far from easy. As a result, the state-of-the art of managing policy implementation is incompletely developed.

Participation is a key issue in policy implementation. It relates to both the technical and process aspects of implementation. The role of participation in technical matters of policy content is well recognised, for example, local input is often critical to designing and carrying out policies and programmes that work.

First, on the process side, participation is central to the state-society realignments associated with democratisation and good governance. These changes influence the political and bureaucratic setting within which policy-implementors operate. Second, for a particular policy, participation issues emerge as part of the development of an effective implementation strategy.

Thus, policy-implementors need to work out action strategies in collaboration with those who either have a direct stake in the policy outcomes or who play pivotal roles in the implementation process. Policy reforms which cross a wide range of sectors pose tough implementation challenges because of the increased complexity of organisational arrangements established to carry them out.

Typically, in government, the actual implementation of a public policy involves, first, the translation of policy into government policy, for instance a White Paper (and subsequent legislative processes), second, into administrative policy, and then their attention to the monitoring and evaluation of implementation. It is important to note that policy implementation most often fails in developing countries because of insufficient institutional arrangements.

#### **POLICY MONITORING AND EVALUATION**

Evaluation is one of the most important, and often neglected, phases of the policy-making process. Policy evaluation is the process of examining a policy whilst it is in operation or after it has come to an end. It follows from policy appraisal which is the term used for an analysis done before a policy is launched. The techniques are similar.

##### **Recent developments in Britain have re-inforced the importance of policy evaluation**

*The Top-Down Survey:* in recent years the approach adopted in the Public Expenditure Survey has been to establish an overall baseline within which individual programmes are constrained. Against this background, ministers have to make balanced choices between programmes both at inter-departmental level and at intra-departmental level. These choices should be informed by thorough analysis of the effectiveness of the existing programmes.

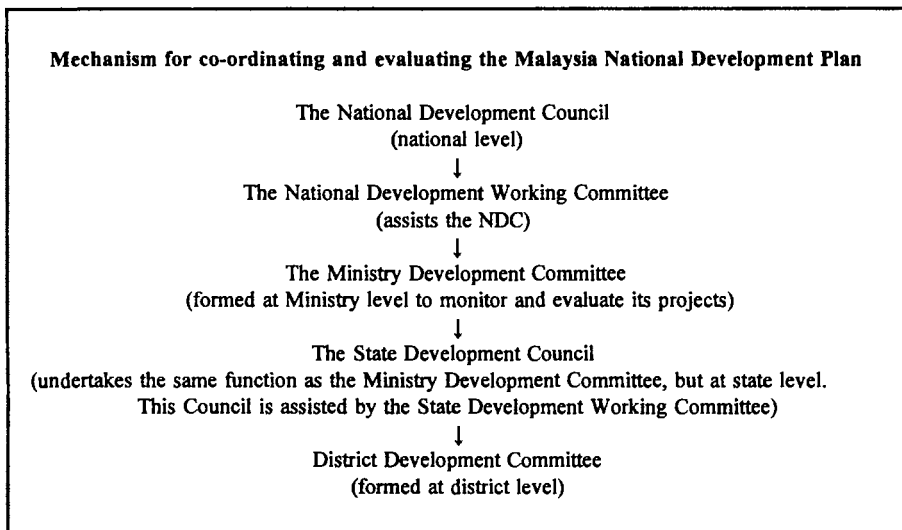
*Strategic Relationship:* the speed at which the centre moves to a more strategic relationship with departments will to some extent depend on how successful departments are in delivering their policy aims and objectives. This in turn needs the support of a wide range of project and policy appraisals/evaluations, fully covering each department's business.

*Fundamental Reviews:* the Chief Secretary to the Treasury has launched a comprehensive series of fundamental reviews of programme expenditure which will need to be underpinned by relevant project/policy appraisals and evaluations.

Further, evaluation enables the decision taken as a result of the appraisal to be reviewed afterwards with the same rigour in the light of what has actually happened, and with the knowledge of any changes in the external environment which may have occurred. It is important that policies are properly analysed and evaluated to ensure that they are achieving their purpose and giving value for money.

The use of evaluation helps policy managers to achieve their objectives. It can be seen as part of a policy-making cycle which begins with appraisal → identification of options to decisions → implementation → monitoring → evaluation → appraisal. To the extent that evaluation considers what may have happened if other policies had been adopted, it is merging into re-appraisal.

Evaluation is to be distinguished from monitoring which is the routine checking of progress against a plan, although monitoring may contribute much useful information and is itself an essential part of the process. Evaluation requires a critical and detached look at the objectives and how they are being met.



Finally, evaluations carried out by those delivering the programme can have important implications both for the technical effectiveness of the evaluation and for its utilisation. An advantage of evaluation by the operating staff is that they have the detailed knowledge of what has happened. The disadvantages are that they may lack specialised evaluation skills or be subjective in their evaluation of policies. Specialised evaluation staff within an organisation may not have vested interests whilst having a thorough knowledge of the subject. However, external evaluation

by the delivering organisation or the funding and legislative bodies may be advisable.

## **POLICY PRESENTATION**

Policy presentation with the public is achieved through:

- paid publicity and advertising campaigns;
- press and information services which respond to media interest and provide appropriate briefings; and
- personal communication from key officers addressing meetings and stakeholders with an interest in new developments.

While the use of mass media can be effective in giving publicity, announcing new policies, creating awareness and providing information, inter-personal communication can be effective, not only in finding out what people think (public opinion) and desire, but also in getting them to accept new ideas and methods and to participate in development projects that are being carried out for their benefit.

However, policy presentation strategies need to be developed to deal promptly and accurately with media criticism, and with the need for longer-term information and sensitisation campaigns, otherwise little will have been gained.

The broad purpose of policy presentation strategies is:

- to create and maintain an informed public;
- to harness all suitable publicity methods; and
- to sound out public opinion on policy changes and service developments.

Policies and official information must be well presented to the public to ensure better public understanding and receptivity and because the citizen has a right to public information. At a time of rapid change, both in policy objectives and in the machinery of the public service, policy presentation strategies assume a particular significance.

The responsibilities of the public service are changing rapidly. Governments are less involved in direct service provision, and more in regulatory oversight. The public service is increasingly judged on the basis of explicit service standards rather

than on its adherence to the traditional methods of operation. Partnerships with private sector organisations and NGOs are being strengthened.

The public is being asked to relate to a public service which has changed its structures, systems and responsibilities significantly in a short time. At this time of rapid change, the communication with the public regarding new policy directions is particularly crucial.

## IMPROVING POLICY PRESENTATION

Improvements in policy presentation strategies require:

- the involvement of information officers at an early stage in policy formulation who will then be able to comment on the draft announcement, advise on methods of presentation and likely public reaction. It will be important for them to plan well ahead with advertising budgets, selection of media, media availability etc. in good time;
- a strengthened professional information resource, with trained staff capable of managing shifting relationships with the media;
- channels of communication which provide information officers with a good understanding of emerging developments throughout the public service;
- the management of targeted information distribution lists; and
- comprehensive monitoring of relevant media for comments on government policy.

In Trinidad and Tobago, the reliance on the national media for effective, unbiased reporting of plans, policies and programmes generally has not been consistently productive.

Moreover, the centralised nature of the operations of the Media Unit of the Division, which is responsible for the dissemination of all government information, did not lend itself to the timely presentation and airing of specific issues as they pertain to ministries and departments. Furthermore, there was no mechanism for the internal sharing of information within the public service, nor was there any assurance that the general public or even the other public servants either knew or understood how to access properly the services provided.

Poor policy presentation is more easily identified than good practice. However, policy presentation is made possible, if not guaranteed, by ensuring that information officers have capacity to manage:

- press notices, briefings, and conferences;
- interviews with ministers;
- photo-calls;
- the production of articles to go out over the minister's name;
- paid publicity campaigns.

Co-ordination and monitoring of the implementation from the centre is important and there must be an appreciation and acceptance of the

need for each ministry to communicate, on an on-going basis, issues and information which affect its various publics, both internal and external.

In Canada, each department is responsible for putting in place its own communications group and for ensuring good communications with its public. In addition, some co-ordination on communications issues is provided by a *Communications Consultation Secretariat* within the Privy Council Office. Policy guidance is provided through an Information, Communications and Security Division within the Treasury Board Secretariat. Communications activities must meet Treasury Board guidelines on "no-frills" publishing which calls for streamlining of government publishing and the creation of a uniform "look" for materials. It aims to achieve information products that are economically well-designed, environmentally-sound, and that communicate effectively.

In Malaysia, the Ministry of Information is generally responsible for policy presentation. Public Relations Officers from the Department of Information under the ministry are stationed in various ministries and departments to ensure that official news and information are released through:

- press releases
- press conferences
- ministerial interviews
- senior officers' interviews
- special launchings

Public Relations Officers must be well trained to handle press materials. A close rapport has to be established with the press.

It may also be useful to have the institution of mechanisms to receive specific feedback from the relevant sections of the public. In most cases, immediate responses may be measured from the receipt of feedback questionnaires and public reaction to the measures instituted and publicised through the publication of internal bulletins and newsletters, and the production and airing of programmes on the national media.

In Kenya, the Ministry of Information and Broadcasting is responsible for gathering and disseminating information in the public service through such media as television, Kenya News Agency, radio, Kenya Gazette and the press. The Offices of the President and Vice-President both have Press Units to cover day-to-day official functions. In each Ministry, press releases are issued by either the Permanent Secretary, the Minister, or any other officer authorised by the Permanent Secretary. The Government requires each ministry/department and civil servants to act as public relations agents of the Government in the day-to-day operations.

#### **A Checklist for a Departmental Press Office Facility in Britain**

The checklist includes the following:

- professional information staff (essential skills – rapport, political finesse, reasoning, ability to work under pressure, creativity);
- accommodation should comprise a studio where interviews can be recorded and separate rooms for press conferences;
- good, internal communication channels;
- close proximity to ministers;
- ready access to departmental information, the administrators and ministers;
- staff need quickly to develop familiarity with all the national and major regional media outlets (broadcast press);
- staff need to establish good working relationships with the media, administrators and ministers;
- comprehensive distribution lists should be established for national and regional media and the technical press for the issuing of press notices;
- staff should provide a 24-hour press office service (normally an allocated press officer would be on call at home, overnight and at weekends);
- systems to monitor news output (both broadcast and press) should be established;
- the Press Office should become firmly locked into the workings of the department;
- clerical staff support team;
- communications system – adequate telephone system; word processing; photocopier; fax machine; stocks of headed notepaper for press releases; facility to receive output from news agency (Reuters or Associated Press) T.V., radio; daily receipt of all national newspapers and, ideally, the means of issuing press notices electronically.

## Development of a Communications Strategy in Trinidad and Tobago

Whilst the Government of Trinidad and Tobago was undergoing its programme of public sector reform, formal structures to communicate with the public were put in place. These structures have been crystallised into a *Communications Strategy*. The dissemination of information on government plans and policies critically influences their reception and acceptance by the general public, and their sustainability and ownership by public servants.

The main objectives of the Strategy were:

- to bring co-ordination and focus to the Government's communication activities;
- to provide a standard against which achievements may be measured; and
- to ensure that all members of the public are reached.

Forms of communication adopted include:

- *Print media*
  - reforms bulletins which are published by the Office of the Prime Minister and highlight, on a quarterly basis, reform activities within the public service;
  - newspaper articles on specific activities/plans in ministries and departments;
  - pamphlets, bookmarks and flyers which provide information on the vision, goals and objectives of the reform effort in the public service.
- *Electronic media*
  - videos which portray public servants in the process of change, used for both information and training;
  - radio and television programmes which are aired nationally and which outline the developments and progress made in public service reform, as well as day-to-day government activities of interest, e.g. Inside Parliament.
- *Advertisements*
  - there has been some debate on the use of strip advertisements, posters, etc. which keep the "Reform Programme" in the minds of the public;
  - specially printed T-shirts, pens and key rings presented to participants of training courses.
- *Expositions*
  - an exposition of the business of the public service has already taken place in Tobago and the success there has led to requests for a similar event to be held in Trinidad.
- *Establishment of a communication presence in ministries*
  - decentralisation of the Press/Public Relations section of the Information Division of the Office of the Prime Minister and the situating of the officers in ministries to work directly with the ministers and permanent secretaries.