

INDEPENDENT ADVISORY GROUP

Review of the Central Banking Act 2000 Phase One Report

25 October 2021

Letter of Transmittal
Independent Advisory Group
On Review of Central Banking Act 2000
c/- Treasury Haus, Waigani, NCD, Papua New Guinea.

25th October 2021

Honourable Ian Ling - Stuckey CMG MP
Minister for Treasury,
Treasury Haus,
WAIGANI, NCD,
Papua New Guinea.

Dear Minister,

PHASE I REPORT
Independent Advisory Group on Review of Central Banking Act 2000

Greetings!

We have the honour to submit to you our Phase I Report which addresses our Terms of Reference you issued on 13th May 2021 covering the issues of governance, accountability and transparency; government financing; crisis management; the Bank's objectives; and issues for the second phase of our work. We have presented for your consideration thirty-one recommendations covering these core areas.

We particularly recognise three strategic considerations –

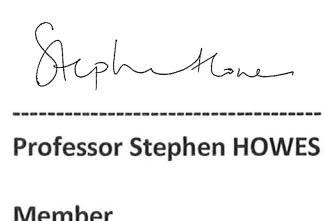
- International best practice has changed, and PNG needs to change with it;
- The experience of the last twenty years shows that we need to take account of Papua New Guinea's unique circumstances and economic structure; and
- A holistic view is required given the Bank's role in setting monetary policy, exchange rate policy, government financing and banking, and financial regulation.

Our vision is a Central Bank of Papua New Guinea that is both independent and accountable, whose discretion is limited by law, and whose objectives are aligned to its functions. Our recommendations draw on detailed analysis – both what has worked and what has not, both in PNG and internationally – to transform that vision to reality.

The Bank of Papua New Guinea is a critical institution for the Papua New Guinea economy. The Central Banking Act 2000 transformed Bank of PNG's performance with positive results for the economy and people of Papua New Guinea. A second round of reforms is now needed, and could have the same transformational impact once again.


Robert IGARA CMG
Chair


Sir Wilson KAMIT CBE
Kt
Member


Professor Stephen HOWES
Member

Independent Advisory Group (IAG) members



Mr Robert Igara, IAG Chair, is Chancellor at the University of Papua New Guinea, and was Chief Secretary when the Central Banking Act was introduced in 2000.



Sir Wilson Kamit was Governor of the Bank of Papua New Guinea from 1999 to 2009.



Dr Stephen Howes is Professor of Economics at The Australian National University and Director of the Development Policy Centre.

Contents

Independent Advisory Group (IAG) members	ii
Contents.....	iii
List of Figures	vi
List of Tables	vii
Abbreviations	viii
Executive Summary.....	i
1. Learning from experience	i
2. Strengthening Bank independence.....	ii
3. Delivering accountability	ii
4. Reducing discretion.....	iii
5. Matching objectives with functions.....	iv
6. Summary	v
Chapter 1. Introduction	1
1.1 Original terms of reference (TOR)	2
1.2 Terms of reference as addressed by the IAG and report structure.....	3
Chapter 2. Governance, accountability and transparency	4
2.1 The role of the Governor	4
(a) Responsibility for monetary policy	4
(b) Role of Governor as Chair of the Board	7
(c) Term of appointment.....	7
(d) Deputy Governor	8
2.2 The Monetary Policy Committee (MPC): different models	8
(a) Malaysian MPC	8
(b) New Zealand MPC	9
(c) PNG Independent Consumer and Competition Commission (ICCC)	9
2.3 MPC design issues	10
(a) MPC role	10
(b) MPC membership	10
(c) Meeting arrangements	13
(d) Reporting requirements	15
(e) Codes	15
2.4 The Board	16
(a) Responsibilities	16
(b) Committees	18
(c) Board membership	20
(d) Board chair	22
(e) Board meetings.....	22

(f) Treasury Board observer status	22
2.5 The role of Government.....	22
(a) Disputes and disagreements between the Government and the Bank	23
(b) Information sharing.....	26
(c) Dispute management	27
2.6 Accountability and transparency	29
2.7 Management performance.....	31
Chapter 3. Financing	32
3.1 Temporary Advance Facility.....	32
3.2 Deficit financing and the slack arrangement	37
3.3 Recommendations for revising Section 55	46
Chapter 4. Managing national economic crises.....	52
4.1 BPNG response to COVID-19	52
4.2 Legislative options.....	55
Chapter 5. Objectives.....	57
5.1 Exchange rate policy	58
(a) Responsibility for exchange rate policy	58
(b) Foreign currency rationing and Kina non-convertibility	59
(c) The exchange rate regime	61
(d) Overvaluation	69
(e) Impacts of current policies	72
(f) Explaining the changes	76
(g) Policy options.....	77
5.2 BPNG's fiscal role	82
5.3 Neglect of economic growth.....	83
5.4 Financial stability and development	86
5.5 BPNG as the Government banker	87
Chapter 6. Second phase issues.....	89
Chapter 7. Recommendations	90
7.1 Introduction	90
7.2 Governance, accountability and transparency (Chapter 2).....	90
Recommendation 1: Terms for Governor.....	90
Recommendation 2: Appointment of and term limits for Deputy Governors	91
Recommendation 3: Establishment of a Monetary Policy Committee (MPC)	92
Recommendation 4: MPC membership.....	93
Recommendation 5: MPC member terms	94
Recommendation 6: MPC independence	94
Recommendation 7: MPC meetings	95
Recommendation 8: MPC to issue MPS	96

Recommendation 9: MPC to produce five-year statement	97
Recommendation 10: MPC Charter.....	98
Recommendation 11: Additional powers for the Board.	99
Recommendation 12: Bank Board to appoint auditor and approve Annual Report....	100
Recommendation 13: Establishment of Audit and Risk Committee, Governance Committee, and Budget and Investment Committee.	101
Recommendation 14: Revamped Board membership	102
Recommendation 15: Terms of Board members	104
Recommendation 16: Board independence	105
Recommendation 17: Independent Chair	105
Recommendation 18: Joint reporting by the Governor and the Board Chair	106
Recommendation 19: Recognition of the authority of the Governor, the Board and the MPC.....	107
Recommendation 20: Treasury Observer on MPC and Board	107
Recommendation 21: Additional information sharing provisions	109
Recommendation 22: Introduction of dispute resolution mechanism	109
Recommendation 23: Improving transparency.....	110
7.3 Financing (Chapter 3).....	111
Recommendation 24: Temporary Advance Facility (TAF) clarifications.....	111
Recommendation 25: Limit on Central Bank holdings of government securities.....	112
7.4 Managing national economic crises (Chapter 4)	113
Recommendation 26: Preparation for emergencies	113
7.5 Objectives (Chapter 5)	114
Recommendation 27: Balanced objectives	114
Recommendation 28: Financial system development and stability.....	115
Recommendation 29: Banking services.....	115
Recommendation 30: Avoidance of confusion regarding objectives.....	116
Recommendation 31: Current account convertibility	116
Annex 1. Terms of Reference.....	118
Annex 2. Issues Paper	122

List of Figures

Figure 1. Responsibility for monetary policy determination by central bank entity.....	5
Figure 2. BPNG Board size, 2011 to 2020	20
Figure 3. Bank assets and liabilities, 2006 to 2020	24
Figure 4. The USD/Kina interbank exchange rate from November 2020 to September 2021: not floating.....	30
Figure 5. The USD/Malaysian Ringgit interbank exchange rate from November 2020 to September 2021: an example of a floating exchange rate.....	30
Figure 6. TAF advances from BPNG to Government, 2002 to 2020	35
Figure 7. Revenue and spending by quarter in 2020	35
Figure 8. Central government deposits at BPNG and at commercial banks, 2002 to 2020	36
Figure 9. All government deposits at BPNG and at commercial banks, 2001 to 2020.....	37
Figure 10. BPNG holdings of government securities, 2002 to 2020.....	39
Figure 11. BPNG holdings of T-Bills and Inscribed Stock, 2002 to 2020.....	40
Figure 12. BPNG holdings of government debt (securities), adjusted for inflation, 1977 to 2020	40
Figure 13. Commercial bank deposits and cash at BPNG adjusted for inflation, 1977 to 2020	41
Figure 14. Ratio of commercial bank deposits at BPNG to total commercial bank deposits, 2000 to 2020	42
Figure 15. ODC actual and required deposits with BPNG, 2002 to 2020	42
Figure 16. BPNG liquidity injections as % of GDP, 2000 to 2020.....	43
Figure 17. Commercial bank and superannuation fund holdings of government debt as a percentage of total assets, 1977 to 2020	44
Figure 18. Holders of domestic PNG government debt, 2009 to 2020	45
Figure 19. BPNG holding of government securities as a percentage of revenue (excluding aid) over the previous three years, versus a 30% threshold, 1979 to 2020.....	48
Figure 20. Central bank holdings of government debt (Kina millions): before and during COVID-19, 2019 to 2020	52
Figure 21. Central bank holdings of government securities in 2020 (Jan 2020=100)	53
Figure 22. KFR, 28-day CBB and 30-day term deposits, August 2019 to August 2021.....	53
Figure 23. Commercial bank holdings of government securities, 2017 to 2020.....	54
Figure 24. Percentage of central banks with price stability as an objective, by the way in which that objective is framed, by region	58
Figure 25. Top four business constraints according to PNG CEOs, 2012 to 2021	60
Figure 26. An illustrative model of supply of and demand for foreign currency: showing market clearing and rationing regimes	62
Figure 27. USD/PGK from January 1998 to September 2021	63
Figure 28. USD/PGK from June 2014 to May 2016 (first crawl-like regime)	64
Figure 29. USD/PGK from June 2016 to August 2017 (first stabilised regime)	64

Figure 30. USD/PGK from September 2017 to November 2020 (second crawl-like regime) ..	65
Figure 31. USD/PGK from November 2020 to September 2021 (second stabilised regime) ..	65
Figure 32. The interbank rate and the market USD/PGK rate, 2008 to 2016.....	66
Figure 33. Number of changes per year in the USD/PGK interbank rate, 2008 to 2021.....	66
Figure 34. PNG real exchange rate (2010=1), 1980 to 2020.....	70
Figure 35. Annual USD per PGK depreciations, 2013 to 2021	71
Figure 36. Government's resource take as a percentage of GDP, 1976 to 2020	71
Figure 37. Ratio of imports (goods and services) to GDP, 1976 to 2019.....	73
Figure 38. Non-resource goods imports (adjusted for inflation), 1995 to 2019	73
Figure 39. Foreign exchange reserves, 1975 to 2020	75
Figure 40. Fiscal deficits (% GDP), 1976 to 2020.....	75
Figure 41. CPI inflation, 2013 to 2020	83
Figure 42. Non-resource (i.e. non-mineral) GDP per capita, 2013 to 2020.....	83
Figure 43. Formal sector employment in PNG (excluding the public service), 2013 to 2020.	84
Figure 44. The Kina Facility Rate, 2001 to 2020.....	84

List of Tables

Table 1. Length of term and reappointment of central bank governors	8
Table 2. MPC role: NZ and Malaysian models, and recommendations for PNG	10
Table 3. MPC membership around the world: total, internal and external	11
Table 4. MPC membership: NZ and Malaysian models, and recommendations for PNG.....	12
Table 5. New Zealand MPS meeting schedule.....	13
Table 6. MPC meeting arrangements: NZ and Malaysian models, and recommendations for PNG.....	14
Table 7. MPC reporting arrangements: NZ and Malaysian models, and recommendations for PNG.....	15
Table 8. MPC codes: NZ and Malaysian models, and recommendations for PNG	16

Abbreviations

AFEDs	Authorised Foreign Exchange Dealers
ANU	The Australian National University
BIS	Bank for International Settlements
BPNG	Bank of Papua New Guinea
BSP	Bank of South Pacific
CBA	Central Banking Act 2000
CBBs	Central Bank Bills
CRR	Cash Reserve Requirement
DDA	District Development Authorities
DOT	Department of Treasury
DSIP	District Services Improvement Program
FASU	Financial Analysis and Supervision Unit
FX	Foreign Exchange
GDP	Gross Domestic Product
GNI	Gross National Income
IAG	Independent Advisory Group
ICCC	Independent Consumer and Competition Commission
IMF	International Monetary Fund
IS	Inscribed Stock
KFR	Kina Facility Rate
LNG	Liquid Natural Gas
MPC	Monetary Policy Committee
MPS	Monetary Policy Statement
NEC	National Executive Council
NRI	National Research Institute
NZ	New Zealand
ODC	Other Depository Corporations
PGK	Papua New Guinean Kina
PNG	Papua New Guinea
QE	Quantitative Easing
QEB	Quarterly Economic Bulletin
RBNZ	Reserve Bank of New Zealand
RER	Real Exchange Rate
SOE	State-Owned Enterprise
T-Bills	Treasury Bills
TAF	Temporary Advance Facility
TISA	Teacher's Savings and Loan Societies
TOR	Terms of Reference
UPNG	University of Papua New Guinea
USD	United States Dollar