GoJ-CIDA CAPACITY BUILDING PROJECT

A MANUAL
FOR
POLICY ANALYSTS

GOVERNMENT OF JAMAICA

Martin Abrams

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PREFACE

POLICY CAPACITY BUILDING

This manual stems from my responsibility in a project to enhance the policy capacity in the Government of Jamaica (GoJ). The project, funded by CIDA (Canadian International Development Agency), had three objectives:

- building capacity of the staff in the Policy Analysis and Review Unit (PARU) of the Cabinet Office and that of other analysts within the public sector

- developing courses in policy analysis through assisting the Management Institute of National Development (MIND).

- establishing and nurturing a Policy Analysts' Network (PAN)

This manual is directed primarily, at the first and second objectives although the contents reflect the sessions I led in the PAN.

This report was written as a result of my assignment in Kingston, Jamaica, May 2001 to April 2002.

Martin Abrams

ACRONYMS

CO   Cabinet Office
              (the agency responsible for directing the affairs of the Cabinet in Jamaica)

GoJ   Government of Jamaica

IPC   Internal Policy Committee

KBE   Knowledge-Based Economy

MIND   Management Institute for National Development

OECD   Organization for Economic Co-operation and Development

OPM   Office of the Prime Minister

PAN   Policy Analysts' Network
              (A group of 30 to 40 officials in the Government of Jamaica dedicated to sharing best practises in policy analysis. The PAN was formally launched by the Prime Minister of Jamaica on June 13, 2001 at Jamaica House, Kingston, Jamaica)

PIOJ   Planning Institute of Jamaica

PARU   Policy Analysis and Review Unit
              (officials in the Cabinet Office responsible for analysing submissions to Cabinet)

LIST OF ILLUSTRATIONS

CHAPTER 1

INTRODUCTION

The title of this project, Policy Capacity Building, has an ambitious tone and it would be prudent at the outset to limit expectations for the potential reader. Absorbing this manual, and undertaking the suggested simulations do not, unfortunately, guarantee the potential reader the skills to critically analyse all aspects of public policy effectively. Those of us who have toiled in this area for decades realize that there is much to be said for practical experience and the wisdom and judgement that are derived from continuous examination and analysis of a variety of public policy problems.

This manual is intended to accomplish the following tasks:

- Establish a framework for policy analysis, particularly for those who may have little experience in the policy area.

- Formulate an approach that recognizes the unique characteristics of a particular country; in this case, Jamaica.

- Present the material in a manner that is user friendly.

- Incorporate current national and international developments so that readers will be assured of the relevance of the latest methodologies.

- Generate interest among policy analysts to share experiences and best practices so that synergies develop and indigenous capacity is enhanced.

- In short, develop a reference guide for practitioners to be used as a reliable check as they undertake their activities in the policy domain.

In this process, several challenges were faced:

- The need for an appropriate balance between theory and practical applications.

- The feasibility of adapting the material so that it is relevant to specific problems in Jamaica.

- The desirability of using current active files while not betraying the normal confidences of a Cabinet Office.

- The capability of having one generic document, recognizing that current and potential readers would approach it with a wide variety of skills and experiences.

- The limitations of a policy manual as a comprehensive review of the available literature on policy.

I have adopted the following policy cycle for exposition:

1) **Policy Definition and Development**
Defining accurately, and concisely the particular problem being faced or anticipated

2) **Policy Analysis**
Analysing the problem, generating options, solutions, and recommendations for action

3) **Policy Process**
The process from the recommended course of action to decisions by management, the minister, and/or Cabinet

4) **Implementation**
The description of which instrument of government will be most effective

5) **Communications**
Describing methods of informing the public and citizens in implementing the decision

6) **Monitoring and Evaluation**
Reviewing the operational aspects of the policy, evaluating results and suggesting areas for improvement

While this schema is a logical order of analysis, one is aware that, in public policy, officials do not always have the luxury of policy definition as a starting point. Indeed, policy direction may be initiated or provoked by communications concerns, or failures in implementation. Consequently, causality may flow in several directions.

Other formulations are possible. Some suggest, for example, that policy legitimization occur after problem definition. In this section, one would discuss public opinion research, polling, etc. as tools to affirm that an issue is one that requires policy consideration. I have opted instead to include polling in the chapter on communications and to place more emphasis on the 'triggers' as tools to legitimate policy analysis.

I am also aware that communications and consultations may come before implementation as this element is part of the process of explaining a policy to the public. True enough, but as insufficient attention has been given to the tools analysts have at their disposal, from do nothing to public ownership and considering the recent attention on executive agencies, I felt that the choice of governing instrument warranted earlier consideration in the process.

Each chapter provides an overview of a particular element in the policy cycle with examples as warranted.

There is also a list of suggested topics and simulations for further discussion. The topics were refined as a result of the discussions in the PAN and the discussions that I had with members of PARU. The Policy Analyst could use these topics to assess the state of policy development in her/his environment and bring potential shortcomings to the attention of a supervisor or the Permanent Secretary.

This manual reflects other conversations, of a private nature, that I was pleased to have with members of the policy community in Jamaica.

The material was presented, over a period of eleven months to PAN.

In addition, I ran a series of small seminars with members of PARU and this manual incorporates their issues and concerns.

As this manual has been directed at the policy practitioner, certain liberties have been taken with references, sourcing and direct quotation. In particular, only the main references have been cited from source material and the interested practitioner can find additional information at web sites of the Organization for Economic Co-operation and Development (OECD), World Bank, Canadian Centre for Management Development, Government of Canada (CCMD).

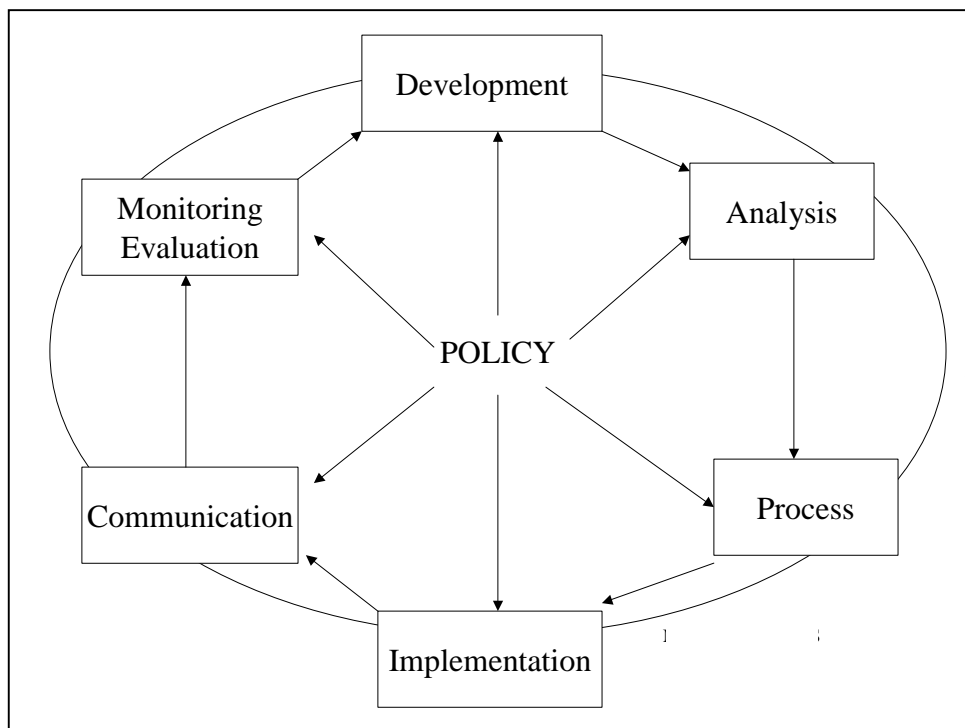A brief bibliography is included.

POLICY FRAMEWORK

Figure 1

CHAPTER 2

POLICY DEVELOPMENT AND CONTEXT

This chapter starts with a brief definition of policy and explains why public policy is a difficult practice. Reference is made to the changing international environment and emerging trends: these trends will influence policy analysts in their domestic responsibilities. Finally, the explicit role of policy in Jamaican public administration is highlighted, including references by the Right Honourable P.J. Patterson, Prime Minister of Jamaica and the Report of the Committee of Advisors on Government Structure (the Nettleford Report).

DEFINITION

Several definitions have been used to describe public policy. Leslie Pal suggests:

> *Public policy is a course of action taken by public authorities to address a given problem or interrelated set of problems.*[1]

Although the definition points to choices and action, policy refers also to inaction. Refusing to provide grants for selected firms, is part of a national industrial policy; remaining absent from international trade negotiations is a policy declaration on trade and external relations.

Another approach to defining policy is derived from assessing the policy function in an individual ministry. Most government agencies are composed of three general divisions – administration, operations, and policy.

Administration is responsible for salaries, accommodation, conforming to government guidelines and implementing public policy operational objectives such as gender equity, and human rights.

Operations is directly responsible for the delivery of the ministry's programs, ongoing liaison with key stakeholders, and the coordination of activities at national and local levels.

Policy, in contrast, is responsible for providing the context in which these programs will operate and for providing advice and direction on current and potential socio-economic conditions that will affect the ministry's mandate. The Policy Division may also be responsible for the evaluation function, thus separating the direct link between those responsible for the program and those measuring program effectiveness.

In a well operating ministry, integration of and interaction between these functions will be encouraged (as will be discussed below in *Chapter 4*) through Policy Committees to ensure consistency in development of both operational and policy initiatives.

The importance accorded to the policy function in Jamaica is emphasized by an explicit reference in the Constitution:

> *The Cabinet shall be the principal instrument of <u>policy</u> and shall be charged with the general direction and control of the Government of Jamaica and shall be collectively responsible therefore to Parliament. [Clause 69.(2)]*[2]

PUBLIC POLICY PROBLEMS

Problems in public policy are difficult to resolve for a variety of reasons:

(1) Public policy is not a pure science and it is rare when one can isolate individual factors that demonstrate direct cause and effect. For example, unemployment arises from <u>many causes</u> ranging from a general downturn in a business cycle to a lack of education or illiteracy.

(2) The accountability regime in the public sector is structurally different from accountability regimes in the private sector.

(3) The art of <u>formulating</u> the problem is as difficult as the art of generating a policy solution. Is the spread of HIV/AIDS due to inadequate preventive measures, cultural biases against women, inadequate funding for research, an imbalance between prevention and cure, and/or general misinformation about the disease.

(4) Major policy problems are never completely resolved, terminated, or finished. Policy analysts will always be examining problems like the distribution of incomes in society and/or uneven rates of economic growth.

The lessons for the policy analyst are clear. One must adopt a realistic and pragmatic approach in dealing with public policy issues and spend considerable effort in defining, at the outset, the nature of the <u>problem</u> for consideration. Even with this effort, there will not normally be an easily defined policy response.

INTERNATIONAL POLICY CONTEXT

Policy analysis does not exist in a vacuum and the serious analyst must be aware of international as well as national developments concerning the role and functions of government.

Recent literature[3] points to these general trends in public administration:

- **Globalization**
  The international mobility of capital and the rise of the multinational enterprise which do not restrict elements of the production process to one country. Correspondingly, the rise in international agreements and trade pacts to regulate the international flow of goods and services.

- **Public Trust**
  A general decline by the public in the trust of elected officials and public administrations

- **Multiculturalism**
  Significant changes in the composition of national populations particularly through flows of immigrants and emigrants.

- **Demography**
  The changing composition of populations, in particular the increase in the elderly cohort and the resultant demands on the nation=s resources.

- **Human Rights**
  An array of covenants, treaties and declarations have been signed at the international level providing the citizen with additional means to expose and correct injustices.

- **Knowledge-Based Economy (KBE)**
  Economic growth and social development will be directly dependent upon educated workers and a mobile labour force.

The international policy environment is dynamic and the <u>flexibility</u> for independent response is becoming more limited.

With respect to developing nations, James D. Wolfensohn, (President of the World Bank), speaking at the Reinventing Government Conference, Washington, DC, January 15, 1999, recommends four elements or pillars for government:

Good Governance
Trained people, transparent laws, and confrontation from the highest levels of issues of corruption

Justice System that Works
Laws to protect human rights, property rights, and a justice system that is clean and honest, a contract system, bankruptcy laws

Financial System that Works
A financial system that is supervised, controlled, and monitored by people who are trained functionaries in the institutions and a regulatory environment that is conducive to generating investment and promoting sustainable economic growth

Social System that Works
A social system that can protect the weak, the old, children and those out of work; a system that can take care of people who are suffering – it can be a tribal system, a familial system, but you need something to take care of the aged

And the Organization for Economic Co-operation and Development (OECD) has developed the following generic set of goals/indicators as benchmarks in international development:

1) **Economic Well Being**
   Reducing extreme poverty

2) **Social Development**
Universal Primary Education

3) **Gender Equality**
Progress towards gender equality and the empowerment of women should be demonstrated by eliminating gender disparity in primary and secondary education by 2005

4) **Infant and Child Mortality**
Death rates for infants and children under the age of five years should be reduced in each developing country by two-thirds of the 1990 level by 2015.

5) **Maternal Mortality**
The rate of maternal mortality should be reduced by three-fourths between 1990 and 2015

6) **Reproductive Health**
Access should be available through the primary health care system for reproductive health services for all individuals of appropriate ages, no later than the year 2015

7) **Environmental Sustainability and Regeneration**
There should be a current national strategy for sustainable development in the process of implementation in every country by 2005, so as to ensure that current trends in the loss of environmental resources are effectively reversed at both global and national levels by 2015

8) **General Indicators**
Other selected indicators of development could include: GNP per capita, Adult literacy rate, Total fertility rate, Life expectancy at birth, Aid as % of GNP, External debt as % of GNP, Investment as % of GNP, etc.

Dr. the Honourable Carlton Davis C.D., the Cabinet Secretary of Jamaica, in launching the Policy Analysts' Network in June, 2001, referred to these functions for a modern government:

- Maintenance of law and order
- Promotion and protection of human and property rights
- Enabling environment for private enterprise, individual creativity and social action
- Establishment and maintenance of social safety nets
- Empowerment of citizens and democratic governance
- Promotion and facilitation of social dialogue at the national and sub-national levels
- Mediation of disputes and mitigation of conflicts
- Protection of children, the sick, the elderly, and the vulnerable sections of society
- Protection of the environment

At the same time the Prime Minister of Jamaica put forward this challenge to the Policy Analysts

... (the analysts) are not there simply to respond to policy submissions which are placed before them or propose solutions to crises which arise from time to time. They must be able to anticipate and be a never failing intellectual resource in always looking ahead. They are the radar which guides us on our journey. They must not only be reactive. They must be pro-active.

PUBLIC MANAGEMENT CONTEXT

Several sources can be used to document the changes internationally in the **management** of public administration.

The OECD has noted in <u>Governance in Transition</u>, (1995) and <u>Governance for the Future</u>, (2000) that

> *OECD countries are undergoing profound structural change. Citizen demand is more diversified and sophisticated, and at the same time, the ability of governments to deal with stubborn societal problems is being questioned. The policy environment is marked with great turbulence, uncertainty and an accelerating pace of change. Meanwhile, large public debt and fiscal imbalances limit governments' room for manoeuvre.*

> *Radical change is required in order to protect the very capacity to govern and deliver services.*

> *.... many governments seem to keep doing things the same old way...*

> *Governments need to re-earn the public's trust by providing more choice, democracy, and transparency.*

And, the World Bank has stated:

> *…volatile and unpredictable government policy reduces public sector performance. Improving policy credibility is an important contribution to reform. Taken together, these two conclusions argue strongly that a government's inability to deliver reliable, sustainable policy outcomes should be of acute national concern.*

> *Recent World Bank publications reemphasize the need to enhance policy capacity as part of the aid process and suggest that this capacity can be strengthened by placing emphasis on governance in recipient countries.*

In 1992, the Committee of Advisors on Government Structure (the Nettleford Committee) made the following observations about the state of the policy function in Jamaica:

> *Limited central capacity for policy analysis, planning, and programming is normally aggravated by unclear definition and poor coordination...of public policy. In consequence, implementation is weak, accountability lax. Three other sides to this problem are evident:*

- *There is weak corporate orientation of Ministries because the distinction between policy making and policy implementation has been blurred. Ministries no longer routinely advise on major strategic issues and their executive departments do not press implementation vigorously. Much of this approach is the consequence of an overgrown bureaucracy; over 350 parastatal organizations; dozens of departments, performing overlapping functions; a ministerial framework that has never been smaller than 17 Ministries, more Permanent Secretaries than actual ministries.*

- *Decision taking is alien to the system. This is a consequence of Ministers involving themselves in matters of detail and individual cases and therefore elevating minor issues for treatment at the strategic level.*

- *Few permanent secretaries give primacy to their strategic functions which include: coordinating all aspects of Government policy; solving problems; besetting the implementation of major and sensitive projects; constantly reviewing the effectiveness or appropriateness of policy; making pertinent recommendations to Cabinet; leading a collegiate system for consideration of the issues just mentioned.* [4]

The following was also noted in the Nettleford Report

> *Processes of governance are...fettered by...lack of urgency in policy implementation ....* [5]

> *To be an effective manager, the top civil servant ideally must be the principal advisor on major policies and lead a collegiate system to consider corporate goals.* [6]

> *To be effective the Permanent Secretaries' Board must coordinate policy via the screening of all Cabinet submissions; monitor the implementation of major and sensitive Government projects; and keep under review the effectiveness or appropriateness of Government policy.* [7]

> *Priority must be accorded to strengthening/streamlining the OPM (Office of the Prime Minister).... for policy making, policy supervision and coordination, delivery of services and mobilizing community action would require...a small policy advisory unit made up of Jamaican professionals with high levels of expertise in their respective fields. Alongside these would be representatives from strategic public institutions such as PIOJ/ Ministry of Finance/BOJ. This reshaped Cabinet Unit would:*
> (a) ensure coordination of all strategic issues which bear on Government's strategy;
> (b) lead the corporate planning process for the government as a whole;
> (c) monitor and direct as necessary the implementation of policy. [8]

All this to underline the environment in which the Policy Analyst works: (s)he cannot separate policy formulation from the implementing instrument Policy formulation and delivery must be seen to be responsive to the needs of the electorate and must be seen to be derived in a transparent manner.

Topics for Discussion
- **Describe a policy that was developed in a transparent manner.**
- **Illustrate ways in which your government has decentralized to improve effective delivery.**
- **Describe recent changes in infrastructure that will enhance policy making and delivery.**
- **What progress in policy development has been made in your ministry since the Nettleford Report?**

CHAPTER 3

POLICY ANALYSIS

This chapter describes various models of policy analysis, underlying frameworks, methodologies to generate policy options, and criteria to assess the appropriateness of a particular option. In addition, there is a section suggesting skills and capabilities for the analyst.

DEFINITION
Leslie Pal defines policy analysis as:

> *The use of <u>multiple methods of inquiry</u>, in the context of <u>argumentation and debate</u> to create, critically assess, and <u>communicate</u> policy relevant knowledge.*

The analyst will note the implications of this definition for public policy:

Multiple methods of inquiry
Analysing a public policy problem, to the extent feasible, cannot rely upon a single generic approach but, as will be discussed below, must contain options with respect to potential audiences, different triggers for action, different instruments for implementation, etc.

Argumentation and Debate
Public policy should be derived from constructive criticism and debate to generate options and solutions that respond to particular problems. In the decision-making process, however, the analyst will recognize that Westminster style democracies generate <u>partizan</u> debate and criticism based on political considerations and meaningful input from Parliament at large may be lost.

At a conference on Strengthening Policy Capacity in Canada (1996) a seasoned Minister, Warren Allmand made the following observation:

> *Policies that have been a year or more in the making come forward as legislation that Parliament is expected to pass within a few months… Parliament should be more than a rubber stamp.... If Parliament were more meaningful —resulting, for example in more influence on policy it would take its responsibilities seriously, would probe deeper...and would work more effectively with ministers and the public service from the beginning of the policy development process.*

Communicate knowledge
The process of analysing difficult issues may require sophisticated empirical methodologies, not always understood by management, the Ministry, or the public. The analyst will need to ensure that the results of his/her work can be effectively communicated and understood by the recipient audience.

TRIGGERS FOR POLICY ANALYSIS
The analyst cannot treat all issues in similar fashion and must establish criteria to determine which policy issues warrant detailed action. The following is a useful list of indicators which can be seen as stimuli for action and involvement.

Proximity
   An issue that has a direct impact on the unit or division of the ministry, or the minister. In addition, an issue where the impact is structurally more significant than previous experience and has an impact on a targeted population

Crisis
   A development that appears to be out of control, or an action requiring the direct intervention of the minister or Prime Minister.

Implications of new research
   Material in the public domain that suggests a new approach to a particular problem and/or implies that current policy/program approaches are inefficient or ineffective.

In short, the responsible Policy Analyst must be prepared to enter any field because of direction or instruction from senior management.

Topics for Discussion
▸ **Consider a major policy initiative in your ministry – can you isolate one trigger?**
▸ **Do the same triggers repeat themselves in your ministry?**

AUDIENCE

   The literature on policy analysis has not given sufficient attention to the fact that the <u>nature</u> of policy analysis will depend upon the recipient of the advice. I have provided, in the table below, simple criteria that will shape the nature of the analysis according to the recipient being the immediate supervisor or, ultimately, the Prime Minister.

CRITERIA THAT WILL SHAPE THE NATURE OF THE ANALYSIS			
Recipient	Length	Technical Information	Data Base
Supervisor/Senior Official	Dependent on problem; flexible	If necessary	Widest source of material
Permanent Secretary	Relatively short	Only if necessary	Widest source of material
Interministry Working Group	Dependent upon problem	If necessary	Credible sources
Parliamentary Committee/ Auditor General	Dependent upon problem; longer if necessary to justify position	Useful if necessary to justify position	Credible and recognized sources
Minister	Short	Avoid, if possible	Widest source of material, credible sources, and links to government policy
Prime Minister	Short	Avoid, if possible	Credible sources, links to government policy and Prime Minister's statements

Figure 2

   As illustrated, in portraying information to a Parliamentary Committee or the Auditor General, the analyst must be driven by criteria that enhance the credibility of the information; with respect to the political arm of the government, emphasis must be on brevity and linkages to party policies.

PURPOSE OF ANALYSIS
Analysis may be undertaken for the following reasons:

Accountability
To demonstrate achievement of goals and objectives, to illustrate the fulfilment of responsibilities to another body or institution.

Knowledge
To expand the level of understanding of a particular issue and/or to develop further empirical techniques of analysis. As discussed above, the Policy Analyst is the focal point for the consideration of and the understanding of the environment in which the Ministry must operate. Recognizing that this environment is dynamic and subject to change from external factors, the analyst must be constantly analysing trends, and their potential impact on the ministry and its programs.

Program Improvement
Policy Analysts are not responsible for program delivery but are best placed to analyse and examine the results of these programs in an unbiased and objective manner. They have the knowledge of analytical tools to determine whether or not programs are meeting standard criteria of efficiency, effectiveness, economy, and relevance and can illustrate potential shortcomings in program design.

Topics for Discussion
‣ **Describe a recent policy initiative that was driven by accountability. Was your briefing appropriate to the audience?**
‣ **What policies have been altered due to a change in the external environment?**

STEPS IN FORMAL POLICY ANALYSIS
Most students of policy analysis have been exposed to the rational model:

Problem Definition
Briefly describing the problem, noting the triggers and the reasons for government involvement.

Background and Context
A description of trends in the policy field, experience in other jurisdictions, differing approaches used by governments in the past and an awareness of the audience.

Options
An analysis of the costs and benefits of alleviating the problem/improving the situation through different policies; quantification of these options where possible.

Conclusions
A statement recognizing the legitimacy of the policy problem and suggesting a general plan of action.

Recommendations
A specific set of statements describing, in detail, the preferred option. Recommendations should include factors such as costs, timing, resource implications, lead ministry, etc.

Implementation
A timetable to implement the recommendations including choice of instrument and detailed communications plans.

Other models of policy formulation may also be found in the literature.

Some authors assume that policy is not completely rational as policy makers do not have the luxury of assessing all policy options nor do they have the possibility of considering all options with extended time horizons. Consequently they formulate models where the Policy Analyst can only address issues in an incremental way. In this context, the analyst will only consider options with a limited time horizon to overcome current problems – there is, in this model, no long run but a series of short run decisions to achieve temporary stability.

Another variation of a non-rational model is referred to as the *Garbage Can model*. This assumes no rational order for events; rather one assumes that all the factors affecting policy development are placed in a "garbage can", mixed around and the results are in effect unpredictable. Under this model, policy analysts would place greater emphasis on contingency planning and risk analysis. An example of garbage can methodology occurs when officials convene meetings without a clear agenda in the hope that the synergy between the participants may lead to a positive outcome.

Finally Kingdon had developed streams of policy analysis.[9] He assumes that policy is the result of three different streams: **problems, policies and politics.**

The **problem** stream consists of issues that officials focus on, as opposed to those that they ignore. Factors which bring problems to the fore include:

Indicators
The significant changes in socio-economic conditions in a country and their potential impacts stimulate assessment, analysis and suggestions to improve or moderate the situation.

Events
These focus attention on problems and range from crisis, disasters, to individual experiences.

Feedback
Ongoing monitoring of policies and programs will point to gaps or shortcomings in operational performance; these shortcomings will lead to further analysis as a means of explaining the gaps and suggesting remedial actions.

The **policy** stream refers to the activities of officials who consider and launch projects on issues that may not be directly translated into political priorities. Some ideas gain prominence, float to the top of the of the policy community, and satisfy these criteria:

- They are technically feasible
- They are compatible with the dominant values in the community
- They can anticipate the changes in the external environment

The policy stream, in this case, is often developed by those outside the bureaucracy and can be found in institutes, universities, think tanks, lobbyists, stakeholders, policy networks, or research organizations. Their outputs form alternatives or options to the government agenda.

The **political** stream is based on the decision-making processes and priorities of those in power and is quite separate from the other two. The political stream is linked to the electoral cycle and is composed of the following elements:

Trends
Polling and other data gathering mechanisms (focus groups) to assess the national mood, trends in public opinion, and efficacy of political messaging.

Government
Change in personnel in ministries and in government-appointed positions, jurisdictional changes, changes in power relationships.

Organized Political Forces and Consensus Building
Processes and mechanisms used to implement the government=s agenda and involves negotiations with other sources of political power B pressure groups, lobbyists, parliamentary committees.

Kingdon postulates that the policy agenda is realized when the three elements come together; the ideas from the problem stream can respond to problems within the bureaucracy and the political arm is open to improving its performance.

> **Topics for Discussion**
> ‣ **Do you have evidence of a policy that followed the rational model?**
> ‣ **Were the recommendations and implementation sections sufficiently detailed for the operational sections of your ministry?**
> ‣ **Describe a situation where the garbage can model may be your only feasible option.**

ANALYTICAL FRAMEWORKS

The process of resolving a public policy issue will be facilitated if the responsible official can develop an appropriate framework/paradigm for analysis. The list below may be a useful beginning although, it must be emphasized that the elements should not be seen as mutually exclusive. Indeed, the analyst will no doubt utilize sub-elements of each approach in formulating an analytical approach.

Constitutional/Legal
Examining an issue based upon the constitutional roles and responsibilities of the administration.

Institutional/Structural
Analysing policy problems from the view of the ministry, department or agency. In short, relating the issue to the ongoing mandate, mission, and objectives of the ministry; the approach usually followed by most officials because of convenience.

Discipline
Using the tools of an academic discipline (e.g. economics, psychology) to guide the analysis.

Political/Pragmatic
Basing the analysis upon statements and commitments of the political party in power or government visibility; usually undertaken when there are strict time constraints, or systems of top-down management.

Normative
Relying on ethical or moral considerations in prescribing solutions — what <u>ought</u> to be done; utilized when particular groups need protection and the direct economic benefits will only be realized in a long time frame.

Logical
Developing a rational model, as described above and presenting conclusions based upon a consideration of several options; the preferred approach when circumstances permit adequate resources.

Topics for Discussion
▸ **Describe a policy in your ministry that was implemented using one of the mentioned frameworks.**
▸ **Have you experienced a situation where reliance on a particular discipline (e.g. Economics) has hindered your capability for analysis?**

GENDER ISSUES

Gender based analysis is part of the policy process and assesses the differential impact of a policy or program on men and women. A gender analysis checklist has been developed by PARU and is included as *Appendix 4*. The purpose of mentioning gender analysis at this point is to emphasize the role government can play in implementing gender mainstreaming not only as a legislator but also as an **employer.** Government can implement legislation and guidelines outlining procedures on pay equity/ affirmative action and proceed to enforce these guidelines in the public sector demonstrating leadership for the private sector to emulate.

OPTIONS

Developing and presenting options is a critical aspect of policy analysis. While the list of potential options is infinite, the analyst can consider establishing tables like the following for purposes of exposition:

DEVELOPING OPTIONS				
VARIABLE	**Timing**	**Expenditure**	**Human Resources**	**Instruments**
Outputs				
Outputs				
Outputs				
Outputs				

Figure 3

Timing
Proposals can be implemented instantaneously or over a period of several years.

Expenditure
Results/impacts of the policy will depend upon financial commitments.

Human Resources
　　Impacts may vary according to availability of staff; in turn, some options may not be feasible due to lack of staff availability or training.

Instruments
　　The analyst has a wide array of instruments to utilize in implementation: taxes, statutory authorities, regulations, etc.

　　A matrix format, as above, is a useful tool to increase the number of options available to the analyst. For example, options regarding the development of new child care spaces or facilities may appear as:

NUMBER OF NEW CHILD CARE SPACES				
VARIABLE	**TIMING**	**EXPENDITURE**	**HUMAN RESOURCES**	**INSTRUMENT**
Spaces	6 months	$500,000	Existing Resources	Tax incentives
Spaces	1 year	$1M	Increasing staff by 5%	Regulations
Spaces	2 years	$3M	Increase staff by 10%	Grants paid to parents
Spaces	5 years	$10M	Partnerships	New facilities

Figure 4

CRITERIA
　　In assessing the options developed, the analyst may consider the following criteria:

Desirability
– Is the proposal consistent with the government=s social, economic and international priorities?
– Will the policy be well received by affected stakeholders?
– Does the policy represent effective leadership?

Feasibility
– Can the results be achieved with the suggested resources?
– If the policy is implemented through partnerships, have adequate contractual agreements been prepared?

Affordability
– Is implementation consistent with the government=s fiscal position?
– Will implementation have an effect on the budget?
– Has the Ministry of Finance been consulted?

Communicability
– Has an adequate communications plan been prepared?
– Will the government be able to explain the policy to the public?

Victory
– Will the policy resolve the problem or will it be seen as an adequate interim measure?
– Can the government demonstrate progress in addressing a structural issue?
– Is there an effective "exit" strategy?

Equity
– Are citizens treated fairly?
– Does the policy account for differences in region, gender, demographic groups, etc.?
– What is the incidence of expenditures of the policy?

Sustainability
– Can the policy be implemented in a manner sensitive to environmental considerations?
– Is the policy capable of being implemented over the long term?

INSTRUMENTS

The following list of instruments for consideration in the policy process is adopted from Doern & Phidd[10]:

Private Markets
Non-governmental intervention; public policy of minimal relevance

Self Regulation
Regulation by local or community groups, accepted codes of conduct

Information/Exhortation
Speeches, public consultations, Royal Commissions, Publications

Expenditures
Financial expenditures, tax expenditures, grants, subsidies

Taxation
Taxes, direct/indirect, sales, corporate, personal

User Charges
Charges to only those using the service

Regulation
Standards, conditions of entry, penalties, fines

Partnerships/Co-delivery
Government and third party agreement – with private sector or non-governmental organizations

Public provision
Government provision of services through other parties, long term contractual arrangements, Executive Agencies

State ownership
Government ownership and delivery of goods and services

OUTCOMES OF POLICY ANALYSIS

Defining the final outcomes of policy analysis is a formidable task. Simple outputs, or inputs are relatively straightforward as the analyst can refer to the number of memoranda written, the number of meetings attended, the number of speeches given, etc. The impact of these inputs is difficult to measure for several reasons:

- The advice may have been accepted but the impacts will not be seen in the short run
- The impacts are not measurable
- The service provided was one of process Β e.g. facilitating a meeting
- The issue is one of secrecy or confidentiality and public disclosure of impact is not feasible

Nevertheless, some guidance is needed regarding the functions and activities of the policy analyst for personnel purposes: recruitment, guidance, mentoring, and development.

ACTIVITIES OF THE POLICY ANALYST

Advice

First, and foremost, the Policy Analyst is required to provide advice on issues confronting the government. And, as stated by the Prime Minister in launching the PAN, not only to be reactive to current issues but also to be pro-active in anticipation of issues arising from a dynamic external environment.

Coordination and Integration

Policy issues, as stated above, require horizontal analysis and analysts will need to coordinate their efforts with efforts developing in other ministries. In addition, the analysts will be required to integrate the research and analysis emanating from other ministries, think tanks, research institutions, etc., into their own work in order to provide the most comprehensive approach possible.

Participation and Consultation

As the need for transparency increases, analysts will need to participate in ministerial and public meetings on policy issues, understand the concerns and interests of stakeholders and reflect these concerns in the final product.

Preparing Reports, Briefings

Analysts are required to prepare reports to senior officials, ministers, and the Cabinet on issues of broad national concern. In addition, the policy process may require oral briefings on technical issues to senior management or the minister.

Facilitation
  In order to arrive at consensus, and to ensure that all relevant information is available for the decision-makers, the policy analyst may be required to facilitate the process by arranging meetings, engaging stakeholders, and distributing information.

Representation
  After a decision has been taken, the analyst will be called upon as a representative of the ministry and the government to explain the nature of the policy and its implications.

SKILLS AND EFFORT

Knowledge
  The Policy Analysts should possess an appreciation of the processes, institutions and foundations of government, a recognition of the ministry=s priorities and challenges, and the context in which the ministry is operating. In addition, they should be aware of current departmental policies, their target groups, and impacts.

Organization
  This refers to the ability to meet deadlines, to generate a team effort, and the ability to set reasonable priorities.

Intellectual Capacity
  Policy Analysts must possess a capacity to think clearly, broadly, and strategically, to create and relate innovative solutions, and have a sensitivity to potential problems and issues.

Relationship Competencies
  The analyst must be able to act independently and as a team player, to consult effectively, and derive information from external sources, and have the motivation to share information.

Personal Competencies
  The analyst must be driven by ethical and moral values, and be aware of the difference between policy and political considerations.

Above all, the successful analyst must be able to <u>balance</u> competing interests, competing demands, and conflicting solutions to the problems at hand.

Topics for Discussion
- ▶ **Consider the most senior policy official in your ministry – does she/he possess the characteristics described above?**
- ▶ **Relate an experience where you had to separate policy from politics.**
- ▶ **Examine your ministry's corporate plan – can you ascertain immediate outputs, intermediate outputs, and final outcomes?**

CHAPTER 4

POLICY PROCESS

This chapter outlines the process necessary to obtain agreement on a particular policy proposal. This process includes the establishment of internal policy committees, negotiating with other ministries, and preparing submissions for Cabinet consideration.

Once the analyst has developed a framework to examine a policy issue, written the appropriate policy paper, she/he must begin the formal process of consultation and integration to reach a Cabinet decision. The process includes consultation, coordination, integration and agreement from the following:
   – Officials with interests in the policy field
   – Management in the ministry
   – Permanent Secretary
   – Minister
   – Cabinet Committee
   – Cabinet

COORDINATION
Recent literature in policy analysis has placed sufficient emphasis on horizontal and vertical coordination and integration:

Vertical coordination
S Establishing the necessary linkages in a hierarchy, as described above, from the analysts to the Permanent Secretary.
S Vertical coordination is achieved through Internal Policy Committees, as described below.

Horizontal Coordination
S Establishing the necessary linkages with other ministries who have an interest in the issue.
S Horizontality has arisen, in part, due to the recognition that policy issues require a multi-pronged coordinated approach and ownership of an issue cannot reside in one ministry.

INTERNAL POLICY COMMITTEES (IPC)
Ministries may use an Internal Policy Committee (IPC) as a means of achieving vertical coordination. Internal Policy Committees, generally, share the following characteristics:

Chair
The chair is usually the Permanent Secretary or the Director General of Policy. In some cases, the Permanent Secretary will delegate the chair function to the Policy Director as a means of recognizing and enhancing the importance of the policy function and the policy position.

Membership
Membership usually includes participants in the senior management committee B the Permanent Secretary, Director Generals of the Operations and Administration divisions.

Mandate and Agenda
    Items coming to the policy committee could include:
- Potential items for Cabinet
- Major shifts in operations policy
- Overviews of major policy statements by the government

In general, the IPC would be the focal point in the ministry:
- To coordinate and approve any, major shift in the ministry=s operations and policy
- To plan policies and programs in light of forthcoming changes to the external environment

Frequency
    The Policy Committee would meet once every two weeks but more or less frequently at the call of the chair.

Decisions and Distribution
    Decisions of the IPC would be distributed to members of the ministry management committee and, where appropriate, to the minister and his/her staff.

EXTERNAL COMMITTEES
    Once agreement is reached within a ministry, the analyst must engage other ministries which have interest in the specific proposal. Discussions would proceed in hierarchical fashion:

Officials
To discuss issues of a technical nature, assess quality of analysis, and ensure consistency in recommendations

Permanent Secretaries
To approve and implement necessary coordination and integration due to overlapping mandates

Ministers
To obtain political advice on timing, feasibility, and desirability of proposal

Officials may consider different processes to achieve consultation including:
Workshops
    A convenient method for consideration of a horizontal issue or a new technique in analysis B risk analysis

Retreats
    To consider, in detail, all aspects of a new policy

(Note that this consultation refers to consultations within government; broader consultations with stakeholders, non-governmental organizations, and the private sector will be discussed in *Chapter 6*)

NEGOTIATIONS
    Once agreement has been reached internally, the analyst enters into discussions and negotiations with other ministries to have the ministry position adopted across the government. (While there have been some additions to the material, the basis for establishing negotiating positions and procedures was first developed by Roger Fisher and William Ury in Getting to Yes)[11].

General Guidelines for Negotiation include:

Invent Options for Mutual Gain
  Use objective criteria and recognize that solutions do not need to be based on a zero-sum game, i.e., if I gain, you must lose. Invent options where all negotiators may appear to benefit or win, the "win-win" solution.

Don't Argue Over Position
  Arguing over positions is inefficient and may or may not lead to agreement; in addition, positions induce the wrong incentives for discussion and will encourage an adversarial relationship.

Separate the People from the Problem
  Put yourself in the shoes of the other negotiating team so that you can get a better appreciation of their interests in agreement. Have the discussion based on principles and concepts, not negotiating tactics like "take it or leave it" scenarios.

Focus on Interests
  Understand the interests of the other participants; if necessary, prepare lists of interests to determine if there is any overlap or commonality of points of view.

Options and Fall-Back
  Consider carefully all possible options to a negotiated settlement, and have a "bottom-line" position if necessary.

Mandate
  Most important, understand your mandate and the mandate of all the other participants. Recognize if the participants are able to, have the authority to, and the necessary backing to endorse and implement an agreement. If participants cannot "sign", develop a schedule based on realistic expectations for interim measures in the negotiating process

Integrity
  Ensure the discussions are based on principle, objective criteria and the result will have permanence by receiving sufficient support from stakeholders. In this context avoid:
   • Using phony facts
   • Personal attacks

Communications
  Consider carefully how the results of the negotiations will be communicated to and be seen by other interested group. Avoid the appearance that there were "sides" and that one side "lost" while another side "won."

Topics for Discussion
▶ **Does your ministry have a formal or informal Internal Policy Committee?**
▶ **Relate a negotiation that failed because the above method was not followed**
▶ **What conditions are sufficient for you to leave the negotiating table?**

CABINET, COLLECTIVE RESPONSIBILITY AND THE DECISION-MAKING PROCESS

Section 69 (2) of the Jamaican Constitution states:

> *The Cabinet shall be the principal instrument of policy and shall be charged with the general direction and control of the Government of Jamaica and shall be collectively responsible therefore to Parliament.*

The following sections describe the functions of Cabinet, guidelines on when Submission to Cabinet are required to resolve policy issues, writing the Submission to Cabinet, and the nature of Cabinet Committees.

Cabinet Functions and Procedures

Cabinet, as a decision-making institution of government, takes responsibility for the following functions:

– Approving decisions regarding the political agenda of the government
– Considering Strategic Issues
– Approving Appointments to Government Ministries, Boards, Executive Agencies, etc.
– Ratifying decisions of Cabinet Committees
– Developing and implementing procedures (machinery of government) to conduct the business of the administration

Cabinet Items – The Business List

The following is a generic list of issues that require Cabinet consideration:

Legislation
Items that will be enacted as laws of the land will require the approval of Parliament and will be voted on by the members of the government.

Budgetary Items
Proposals that will be announced by the Minister of Finance in the annual budget

Regional/Local Issues
Issues that have impacts in particular constituencies and ones in which the Cabinet may be divided based upon regional interests

Interministry issues
Proposals that require activity from several ministries and ones in which financial and operational coordination is necessary. In addition, proposals where roles of individual ministers must be determined.

Election Commitments
Governments will want to maintain a record of achievement with respect to commitments made during an election campaign.

Political Issues
Consideration of public opinion research, polling results, media analysis, and the public perception of the government's performance.

Responses to Parliamentary Committees
Items that are in response to or based upon recommendations from Parliamentary Committees.

Cabinet Decisions/Prime Ministerial Directive
   Memoranda are prepared as a consequence of previous Cabinet decisions or when a request has been made by the Prime Minister.

In Jamaica, the following items require Cabinet approval:
   – Change or modification of policy
   – Request for new legislation
   – New obligations with respect to international treaties
   – Issues having an impact on certain groups, youth, the disabled, the aged,
   – (Issues that have a) significant impact on public or private sector
   – Budgetary items
   – Responses to Parliamentary Committees, and to Questions to Ministers in Parliament
   – Appointments to Boards of Statutory Corporations/Public Companies
   – Acquisition/Disposal of public property
   – Awarding of public contracts over a certain size (limit was $15M in 2002)
   – Any other issue of national significance/collective responsibility

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Topics for Discussion
▶ **Which criteria above would you use in preparing a Submission to Cabinet?**
▶ **What mechanisms do you have in place to keep track of requests from Parliamentary Committees?**
▶ **Should responses to Parliamentary Committees conform to a particular format?**

CABINET SUBMISSION FORMAT
   The following is a generic format for submissions to Cabinet:

Issue
   A brief statement of the problem and an introduction to a potential course of action.

Context
   A description of the environment in which the problem should be seen and referring to the triggers listed above for policy consideration and cabinet consideration.

Background and Analysis
   • A full description of the problem
   • How it has arisen
   • Magnitude and impact of the issue
   • Possible causes
   • Benchmarks and comparisons
(This section should be written in a style that uses objective information, and displays that considerable scope was provided to ministers in considering the issue at hand.)

Options
   Various methods of dealing with the issue including the consideration of different instruments, financial resources, personnel, and timing.

Problems and Strategies
Potential problems in implementation, difficulties with particular stakeholders and suggestions for mitigating adverse reactions. This section should also address the issues that arise of no action is taken.

Conclusions
A general statement indicating that action is necessary, a suggested course of action, and implications for other ministries.

Departmental Consultations/Positions
A description of the views of officials in departments/ministries who have been consulted during the preparation of the Submission as well as a brief overview of the consultative process.

Ministerial Positions
Views and interests of ministers that may include factors different from their ministries.

Financial Implications
A detailed description of the cost of the proposal and the potential sources of funds.

Human Resource Implications
A description of person, years required to implement the proposal and any necessary legislation or collective bargaining agreements if the policy will be implemented using executive agencies or statutory authorities.

Interests
Comments from particular agencies, ministries, or departments who maintain a horizontal coordinating function, e.g. Bureau of Women's Affairs, ministry responsible for the environment.

Recommendations
Explicit recommendations of the minister; recommendations should be written in a manner that can be translated directly into government action and include explicitly, the role and responsibilities of other ministers.

CABINET COMMITTEES
This section describes a generic list of Cabinet Committees including subject matters that could be discussed therein. One will note the obvious overlap and duplication and, at any time, it is expected that the total number of committees would be less than ten.

Social Policy
Mandate
Consider all issues dealing with protection of the individual, protection of rights, care of the vulnerable, labour market instability, social safety nets

Relates to the following sectors, subjects or departments:
Health, Education, Social Security, Justice, Culture, Employment, Labour

Economic Policy

Mandate

Promotion of international competitiveness, environment for economic growth, deregulation, sectoral development

Relates to the following sectors, subjects, or departments:

Finance, Agriculture, Regional Development, Transportation, Industry, Science and Technology, Investment, Trade, Tourism, Procurement

Labour and Industrial Relations

Mandate

Resolution of industrial disputes, collective bargaining in the public sector, labour legislation for Executive Agencies

Relates to the following sectors, subjects or departments:

Employment, Justice, Finance

Foreign Affairs, Trade, and Defence

Mandate

Consideration of interests in other countries, international negotiations, trade agreements, international organizations

Relates to the following sectors, subjects, or departments:

Foreign (External) Affairs, Trade and Investment, Defence

Legislative and House Planning

Mandate

Planning legislation in Parliament

Relates to the following sectors, subjects or departments:

Justice, others as appropriate

Infrastructure

Mandate

Public provision of infrastructure B roads, waterways, housing, waste management, procurement policy, contracts

Relates to the following sectors, subjects, or departments:

Procurement, Lands and Environment, Housing, Local Government

Administrative Reform

Mandate

Consideration of significant changes to legislating governing operations, roles, and responsibilities in the national government

Relates to the following subjects, sectors, or departments:

Public Service Commission, Finance

JAMAICAN CABINET COMMITTEE SYSTEM

At the time of writing, this is an example of the Cabinet Committees in the Jamaican decision-making system. The complete structure, including all members and technical support can be obtained from the Cabinet Office.

Cabinet
Chair – Prime Minister

Cabinet Committees:

Development Council
Chair – Prime Minister

Mandate
- Provide direction, co-ordination, integration and monitoring of overall policy
- Establish criteria for funding projects of a national priority
- Coordinate all matters to do with Public Enterprises
- Monitor the implementation of the National Industrial Policy
- Determine financing of projects from the Capital Development Fund under the Bauxite Production Levy

Members
  Ministers: Finance & Planning; Labour & Social Security; Mining & Energy; Transport & Works; Agriculture; Tourism & Sport; Industry, Commerce & Technology

Legislation Committee
Chair – Minister of Foreign Affairs and Foreign Trade

Mandate
- Decide on the legislative programme for the government
- Consider recommendations for the setting of drafting instructions
- Review draft bills

Members
  Ministers: Information; Education, Youth and Culture and Leader of Government Business in the Senate; Tourism and Sports; Mining and Energy; Transport & Works; National Security and Leader of Government Business in the House; Minister of Justice and Attorney General; Labour and Social Security
  Ministers of State: Finance and Planning; Parliamentary Affairs; Agriculture; Education, Youth and Culture

Infrastructure Committee
Chair – Minister of Transport and Works

Mandate
- Identify current and potential infrastructure projects and monitor implementation
- Monitor and approve awarded public sector contracts based on recommendations of the National Contracts Commission

Members
  Ministers: Land and Environment, Mining and Energy, Agriculture, Water and Housing
  Ministers of State: Finance and Planning, Local Government and Community Development, Transport and Works, Industry, Commerce and Technology, Tourism and Sport

Human Resource Council
Chair – Minister of Education, Youth and Culture

Mandate
  - Advance human and social development
  - Policies in health care, education, training, living and working conditions
  - Policies related to vulnerable groups social welfare

Members
  Ministers: Information; Tourism and Sport; Health; Labour and Social Security; Local Government and Community Development
  Ministers of State: Office of the Prime Minister; Finance and Planning; National Security; Education, Youth and Culture; Agriculture; Tourism and Sport; Labour and Social Security; Special Envoy for Children

International Relations and Trade Committee
Chair – Minister of Foreign Affairs and Foreign Trade

Mandate
  - Review submissions from Ministry of Foreign Affairs and Foreign Trade and examine other submissions with implications for foreign policy
  - Receive and review quarterly updates on Jamaica's adherence to obligations as a signatory to international treaties
  - Review ongoing negotiations in the international fora

Members
  Ministers: Finance & Planning; Agriculture; Transport & Works; Labour and Social Security; Industry, Commerce, and Technology; Minister of Justice and Attorney General
  Minister of State: Finance & Planning; Tourism and Sport; Agriculture

Land and Environment Committee
Chair – Minister of Land and Environment

Mandate
  - Coordinate issues related to planning, administration, and development of land, shelter, infrastructure and the environment
  - Reform of the agrarian sector
  - Implementation of a Settlement Policy including resettlement, and low-income housing
  - Conservation and management of natural resources

Members
  Ministers: Mining and Energy; Transport and Works; Health; Local Government and Community Development; Water and Housing
  Ministers of State: Tourism and Sport; Agriculture

Inter-Ministerial Committee on Administrative Reform (IMCAR)
Chair – Prime Minister

Mandate
- Monitor current efforts to modernize the public sector and endorse other legislation or related changes to modernize the public sector
- Ensure high level support for initiatives by keeping IMCAR informed of developments

Members
  <u>Ministers:</u> Finance and Planning, Land and Environment, Information, Labour and Social Security
  <u>Minister of State:</u> Ministry of Finance and Planning

<u>Topics for Discussion</u>
▸ **What Cabinet Committee normally deals with issues from your ministry?**
▸ **Would the discussion vary if your Submission were considered in another Committee?**
▸ **Examine whether Submissions from your ministry conform to the format outlined above. Are the discrepancies serious?**
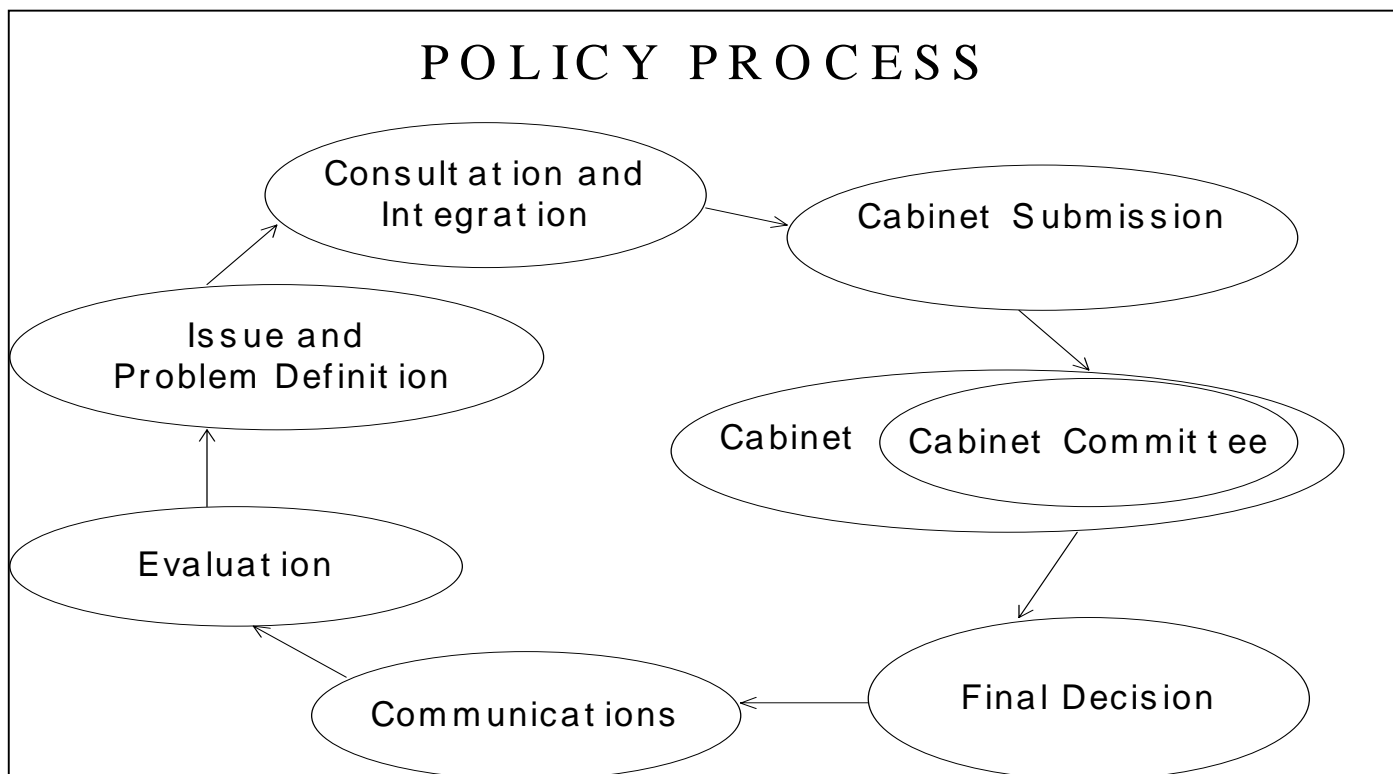

POLICY PROCESS

Figure 5

CHAPTER 5

POLICY IMPLEMENTATION

This chapter explores methods of implementing policy proposals including a discussion of the various public sector instruments at hand, the reasons why implementation is relevant for policy design, problems in implementation and suggested procedures to minimize risk.

INSTRUMENTS
In determining how to implement a policy, the analyst may consider these options:

Private Markets
This is, in effect, the do-nothing, option and reliance is placed upon private markets, moral and ethical values, to correct current problems. The analyst will consider that the problem is primarily one that is self-correcting and current issue are a temporary aberration.

Exhortation
The government will engage in mass information campaign to explain issues, and use suasion to convince the public of alternative course of action. Actions under this option include the establishment of Advisory Committees, Ministerial Speeches, Town Hall Meetings, and public studies (Royal Commissions).

Expenditures
In this option the government spends on goods and services to address a problem. Expenditures include grants and subsidies, contributions and tax expenditures.

Taxation
The government uses its taxation power to affect behaviour of firms and individuals. Major tax instruments include Personal Income Tax, Corporate Tax, Sales Taxes and Tariffs, GCT.

Regulation
The government affects individual and market behaviour through the use of the regulatory instrument. Regulatory reform has become more significant in public administration as a consequence of alternative service delivery and privatization; the government role changes from being a direct provider of a service to regulating the service provided in private markets.

Forms of regulation include Standards of Performance, Compliance Guidelines and Terms of Entry and Exit in Markets.

Public Ownership
Government assumes primary responsibility for the provision of goods and services because of the strong desire for public intervention or due to the failure of private markets.

CRITERIA AND INSTRUMENT CHOICE
The following criteria should guide analysts in determining the choice of implementing instrument:

Accountability
- Will the instrument assist the government in demonstrating accountability to Parliament?
- Is the instrument clearly within the government's jurisdictional powers?

Process
- Is the process transparent?
- Can the process meet the timing and financial considerations of the proposal?

Visibility and Leadership
- Will the government be seen to be responding to the problem?
- Is the resolution of an issue dependent on a strong national presence?

Controls
- Are expenditures clearly documented?
- Is parliamentary approval part of the process?

Permanence/Stability
- Is the instrument dependent on other partners?
- Can the instrument withstand changes in the economy?

This table illustrates strengths and weaknesses in the different instruments.

INSTRUMENT	CRITERIA				
	Accountability	Process	Controls	Visibility	Stability
Self Regulation	Non-existent	⟹	⟹	⟹	⟹
Exhortation	Weak	Ill-defined	Minimal Very flexible	Variable	Weak
Expenditure	Potentially strong	Well-defined	Variable Flexible but subject to state of economy	High	Generally stable but subject to budgetary controls
Taxation	High	Defined but not always transparent	Good Flexible but used primarily for broad objectives	High Visibility	Very stable
Regulation	Variable	Defined but not always transparent	Variable: marginal changes easily facilitated	High visibility	Difficult to undo once process established
Public Ownership	Depends on Minister responsible	Approval by Parliament	Variable в depends on enacting legislation and accountability relationship	High	Can be stable but subject to budgetary allocation

Figure 6

Exhortation
While this approach imposes the least exposure of the government, it is also the weakest in terms of leadership, visibility, and probability of success. Exhortation may also lead to unpredictable results particularly when high profile, public inquiries are established.

Expenditures

Expenditures must be approved by Parliament, may or may not include conditions (grants vs. contributions) and can be varied annually. The ability to use this instrument depends upon the state of the economy and the instrument may be subject to fluctuations according to the current economic environment. While the Government has control over expenditures, the flexibility of any individual minister is limited as agreement must be sought from the Minister of Finance.

Taxation

The tax instrument is under the purview of the Minister of Finance and can be targeted to firms, industries, or individuals; however, the tax system is used primarily for broad objectives of resource allocation, stabilization policy, and distribution. Business leaders expect some degree of stability in tax structure and the flexibility of the instrument, once established, may be limited.

Regulation

Regulatory reform is part of most public policy agendas as the instrument is seen to be cumbersome, non-transparent, and ineffective. While the <u>processes</u> are undergoing review, the instrument will remain an important part of the government's choice of instruments particularly in light of privatization activity.

Public Ownership

Public ownership provides the government with maximum control. Recent trends in public administration have tended to avoid the use of public ownership, statutory authorities, or crown corporations for the following reasons:
– Once established, the statutory authority loses perspective of the public interest and instead attempts to further increase Aprofits@ by entering new markets
– Statutory authorities are accountable to a Board of Directors, whose priorities may not be consistent with the government of the day

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Topics for Discussion
▶ **What are the main instruments used in delivering programs in your Ministry?**
▶ **Was there a consideration of alternative methods of delivery?**

FACTORS INFLUENCING CHOICE OF INSTRUMENT

Political Ideology

Governments approach the choice of instrument from a partisan political viewpoint B conservative governments seeing the virtues in the market place as a means of promoting efficiency while labour governments will advocate a strong role for the public sector as a means of redistributing income and controlling the activities of the market place.

Constitutional Considerations

The constitution will direct division of powers that may limit the intervention of one order of government in a particular policy field; governments may be forced to use exhortation, encouragement of self regulation if the division of powers disallows direct expenditures.

Inertia

It may be easier to make marginal adjustments to policy and programs than contemplate complex legislative changes; consequently the instrument of choice will be based on modification of existing practice.

Political Compromise
The choice of instrument may be based simply on political expediency.

Public Mood/Polling
Surveys of public opinion may suggest that the electorate is disenchanted with the efficiency in which public services are being provided; in these cases, the government would adopt an instrument that would not appear to be high profile.

Electioneering
Governments will view as a political priority the need to win marginal seats in a forthcoming election; the choice of instrument will depend upon the priority of the citizens in these constituencies.

External Influences
Governments who are dependent on international financial assistance will need to be sensitive to the political ideology of the donor countries or organizations.

Topics for Discussion
▶ **How important are political factors in choosing the implementation instrument?**
▶ **Have delivery options changed in your ministry as a result of a change in government?**

PROBLEMS IN IMPLEMENTATION
The following is a brief overview of some of the main problems in implementing policy.

Poor chain of command – ill-defined structures and roles.
Proper coordination and cohesion is critical, particularly in large ministries with decentralized functions. In addition, the appropriate chain of command tends to reinforce strong accountability relationships which are necessary for any corrective action in the operation of the program.

Labour-management conflict
Ministries that do not have well established labour-management fora or collective bargaining agreements may incur problems. The absence of trust and good working conditions will spill over into the implementation of a new program and management or labour may use implementation as a bargaining tool in other negotiations.

Power relationships
Improper management styles and relationships will produce inefficient implementation of a new program. Staff who believe they "must" implement without any possibility of providing input or feedback on how the program is developing will lose initiative, commitment, and thus limit successful results.

"Groupthink"
Groupthink occurs when drive for consensus overrides realistic appraisals of alternative courses of action. Individuals avoid critical analysis of a proposal because of overconfidence, intimidation, and the fear of exerting an opinion and morality (we are doing the "right thing").

Institutional Inertia

New programs will upset and distort existing power relationships among established programs and among officials in the hierarchy. Resistance can be expected as program officers may see mandates significantly affected or terminated.

PRECONDITIONS FOR SUCCESSFUL IMPLEMENTATION

A quick guide to conditions necessary for successful implementation:

- No Insurmountable External Constraints
- Adequate Time and Resources
- Valid Causal Relationships
- Dependency Relationships are Minimal

- Consensus on Clear and Consistent Objectives
- Tasks Are Sequenced Correctly
- Communications Links Well Established
- Compliance with Policy and Guidelines

Note that these requirements make assumptions that are difficult to meet in practice:
- The sequence of events will run smoothly with perfect coordination
- Processes are transparent, well understood, and officials have no self interest – values of the organization are well known and followed throughout
- The process is risk neutral – mistakes can be corrected and feedback is encouraged
- The "theory" is understood and can withstand political pressure
- Decisions need be implemented once – ongoing monitoring is not necessary
- The centres of power are well defined to ensure adequate decision-making at each step of the way
- Each actor knows to whom and for what she/he will be accountable

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Topics for Discussion
▶ **Consider a program that experienced significant cost overruns. Could these financial costs have been minimized with greater precision in implementation?**
▶ **Does your Ministry have a process to assess factors affecting implementation?**

RECONSIDERING IMPLEMENTATION

Several factors have forced governments around the world to reconsider their approaches to implementation:

Interdependence

In federations where there is not mutual exclusivity in the division of powers, orders of government are needed to ensure that there is consultation and collaboration for the effective delivery of services.

Deficit/Debt

Large claims on the public purse, the adverse impacts of inflationary pressures in the 1980s, and calls for restructuring economies by international development banks have forced governments to consider new approaches to implementation as a way of reducing expenditures.

Policy and Role Changes

In part led by the work of Osborne and Gabler[12], the recognition that governments should adopt a new role in the economy – steering and not rowing – and that activities could be delegated to other actors; or, governments could set the parameters and have the functions performed by others.

Polling/Public Opinion Research
Research on public attitudes of Canadians suggested that they wanted a continuing strong role for governments but the way in which the government operated had to be changed.

Policy and Operations
A belief, put in practice by governments of New Zealand and to some extent the United Kingdom, is that: policy and operations could be severed; contracts could be established between executive agencies and ministers on performance targets; and that the bureaucracy could delegate or withdraw from many functions producing financial savings and administrative efficiencies.

Partisanship
The election of right of centre governments in some quarters with a political ideology of reduced government intervention.

Clients and Customers
A view held by governments and the populace that the public should be treated as a citizen (with certain rights) a customer (demanding certain levels of service) and a client (an ongoing relationship requiring feedback and responsiveness to tastes).

Topics for Discussion
- ▶ **What have been the driving forces in Jamaica for Executive Agencies?**
- ▶ **Are Executive Agencies operating in a proper policy context?**
- ▶ **What techniques have you developed to ensure that equity considerations are considered in the implementation of programs?**
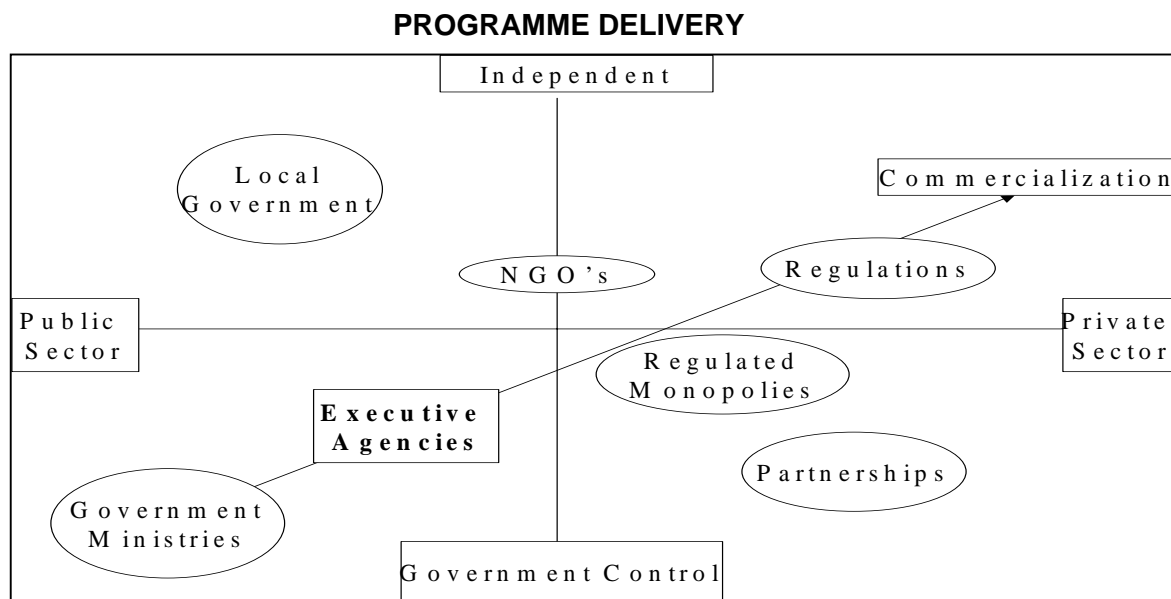

PROGRAMME DELIVERY

Figure 7

Means by which policies are implemented

STRATEGIC CLUSTERS AND POLICY IMPLEMENTATION

   Jamaica's National Industrial Policy proposed these clusters as a basis for industrial and economic development:

Strategic Clusters					
Clusters	**Growth Poles**	**Linkage Sectors**	**Supporting Sectors**		**Infrastructure Support**
Cluster 1	Tourism	Entertainment Sports Fresh Produce Meat &Fish Processed Foods Beverages Tobacco Garments Furniture Crafts	I N F O R M A T I O N T E C H N O L O G Y	T E L E C O M M U N I C A T I O N S	Physical Infrastructure Electricity Roads Transportation Ports Airports Water Sewage
Cluster 2	Shipping and Berthing	Air Cargo Ground Transport			
Cluster 3	Agro-processing	Agriculture Marine Products Packaging			Human Resources
Cluster 4	Apparel	Textiles Footwear Sewn Products Machine Tools			Science and Technology
Cluster 5	Bauxite & Alumina Non-Metallic Minerals	Limestone Lime Industrial Chemicals Silica, Clays Ceramics, Glass			

Figure 8

Topics for Discussion
► **Can you foresee implementation problems in developing strategies for these individual sectors?**
► **Assess the advantages of using the tax system, direct expenditures, or regulatory instruments to promote these clusters.**

CHAPTER 6

COMMUNICATIONS AND CONSULTATION

This chapter discusses the interplay between policy development and public information –the role of the media, using public consultations, to influence policy development, and the preparation of communications plans to accompany cabinet submissions. A final section is added to denote the difference between general consultations and dealing with lobbyists.

Role of the Media and Public Opinion
The media, particularly the press and broadcasting, can influence the policy agenda in several ways:

1) *Generates policy responses by coverage of an issue*
   The media is seen as a central catalyst in the process because it has the power to distort/magnify the importance of an issue and thus cause public reaction.

2) *Media as equilibrating mechanism*
   Public opinion serves to formulate and energize public demand for the provision of public gods and services. In this way, the media acts as Aconsumer demand@ in the economic market place and stimulates the supply of public goods.

3) *Media sets agenda*
   Media may not determine final outcome of policy process but may be instrumental in determining what issues should be addressed by governments— i.e. what topics are to be discussed.

4) *Media alters agenda*
   Bureaucratic responses to media coverage of issues will include policy/programming initiatives and, potentially, a reformulation of the problem to minimize the attack on the government=s credibility. This reformulation could defuse the issue in terms of media coverage and reduce the call for policy action or attempt to reorder government priorities.

5) *Media legitimises agenda*
   There may be a need for governments to ensure that the policy agenda is indeed relevant to the public. Hence, a detailed assessment of media analysis, focus groups, and surveys may be used to legitimise particular priorities.

6) *Media and timing*
   An argument can be made that the media may have influence as described above, but the influence is for a short period of time.

Topics for Discussion
▶ **Consider a policy that was changed by media coverage. Was the change structural? Did the policy reappear?**
▶ **Do you have a media-monitoring unit in your ministry?**
▶ **In Jamaica, considerable coverage is given to security issues and crime. Has this coverage hindered your capability to expose ministry programs and policies to the public?**

PURPOSE OF POLICY PAPERS AND POSITION PAPERS

Public Documents
The government may use a variety of public information campaigns to explain current or potential policy issues:

Departmental Background Paper
A paper produced by a ministry which normally explains the government position on a particular issue. The document is not signed by the minister and is primarily for information and clarification.

Ministry Paper
A paper signed by the minister and approved by Cabinet which will usually signal a significant variation from current policy; these papers are tabled in Parliament.

Government background Paper
Similar to a Ministry Paper but is horizontal in approach – will cover areas affecting more than one ministry.

Budgetary Papers
Papers prepared by departments and or the Ministry of Finance and disseminated at the tabling of the national budget. The papers explain initiatives in the budget and/or describe significant policy thrusts that require new expenditures.

Green Paper
This is a general background paper published by the government to explain policy <u>options</u> regarding a particular issue. The paper will not have, generally, a preferred option but will be used as a means of consulting with the public before final decisions are taken. Currently, the government paper on Local Government Reform is an example of a green paper describing potential regions in Jamaica and mechanisms to promote local autonomy.

White Paper
A white paper is a policy statement of the government; it is usually published as a result of extensive consultation and explains in detail the nature of a significant initiative. A White Paper is normally broader in scope than a Ministry Paper.

<u>**Topics for Discussion**</u>
▶ **Has your ministry produced a public paper? Was it effective as a consultative mechanism?**
▶ **What procedures exist in your ministry for producing background papers as consultative mechanisms?**

PURPOSE OF POLICY AND POSITION PAPERS
1) *To Provide Background Information on a Developing/Technical Issue*
Technological change may blur traditional industry boundaries and the government may wish to publish background papers to explain how new developments will impact on the lives of citizens, particularly if traditional forms of regulation and control will be changed as a result of the new integrated services being provided.

2)   *To Explore and Explain Broad Macro Issues*
     Certain public policy issues can only be addressed effectively in a horizontal manner, i.e. by integrating the services of several departments and ministries to improve effectiveness and efficiency. Public information documents can provide this uniform approach and, as opposed to being a document of one department, reflects the efforts of the entire government.

     > An Industrial Policy Framework (National Industrial Policy)
     > The role of industrial policy and the need to have an appropriate environment for the private sector includes discussion of employment policy, tax reform, trade development, and industrial clustering.

3)   *To Solicit Views of Key Stakeholders*
     Certain public policy issues, while important to the society at large, have a significant impact on few key stakeholders. Before new legislation is introduced, the government will want to ensure that these stakeholders have an opportunity to air their views in a transparent manner.

4)   *To Investigate a Particular Issue as a Basis for Future Policy: Fact Finding*
     If allegations of impropriety are being directed at the government, there may be a need to establish an independent inquiry with appropriate legitimacy and credibility to investigate and report on any wrongdoing; this is a situation where the government does not have credibility to undertake the investigation in house.

     > The spate of violence in West Kingston has led to a public inquiry with a report expected on findings.

5)   *To Shape Public Opinion*
     Divisive issues may be further inflamed by ignorance or lack of awareness of facts; public documents may expose underlying issues, not necessarily appreciated by citizens, as a means of defusing potential tension and laying a basis for future government policy. In turn, the documents will focus the debate on issues relating to the government=s agenda.

6)   *To Delay Action*
     Unexpected events may leave a government unprepared for rapid response, and if there appears to be no consensus in Cabinet on resolution of the issue, a public policy paper may provide the government with time to consider options. These issues relate to problems where there is not likely to be consensus

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Topics for Discussion
► **Consider a recent public document – can you ascertain the rationale behind the publication?**
► **What documents have you produced that have shaped public opinion to support a policy proposal?**

ADVANTAGES OF PUBLIC COMMISSIONS

Independent Analysis
An open discussion led by third parties adds credibility to conclusions reached on divisive topics and may separate policy recommendations from partisan political concerns. This separation may facilitate eventual policy formulation and program development.

Investigatory powers
Powers granted to commissions may enable information to be made public that would, in other circumstances, be inaccessible.

Stimulate new stakeholders
The selection of a high profile team to lead an independent public discussion and engage new stakeholders into the process thus expanding the scope and reach of potential conclusions.

Transparency
Public commissions with open meetings enhance the transparency of the policy process and minimizes potential criticism that decisions are made behind closed doors.

Administration and Planning
The mandate to a public commission can be set to ensure that the discussion is not subject to the traditional resource constraints of departments and agencies; in addition, with an adequate time horizon, planning can ensure a rigorous examination of the issue at hand.

POTENTIAL CRITICISMS OF PUBLIC ENQUIRIES AND SAFEGUARDS

Implementation/ Accountability
Recommendations of inquiries may be made to the government but there is not a minister or official directly accountable or responsible for implementation. Moreover, the members of the Commission will not be directly accountable for their recommendations.

Control
Notwithstanding the terms of reference or mandate, commissions are difficult to control once started and commissioners may introduce their own personal biases into the process. In addition, once established, it is difficult for the government to impose constraints on requests for additional funding or timing.

Stakeholders
Stakeholders and interveners may use an inquiry for ideological purposes and, in effect, hinder productive discussion by adopting an inflexible attitude toward a policy problem. Some critics charge that public processes become highjacked by well focused elite groups, who dominate (and disrupt) meetings without necessarily having a broad base of support.

Process
As public interest in a particular issue is stimulated, the issue arises of intervener funding – who will be allowed to participate in the process, and the determination of funding for those who cannot afford the cost of participation.

COMMUNICATIONS AND CABINET SUBMISSIONS: FORMAT FOR THE COMMUNICATIONS PLAN

The following is a generic communications plan that can be used as part of a Cabinet Submission or as a briefing with senior management to accompany a new policy initiative.

Format:

Communications Goals

Goals for the communications plan should flow from the Submission to Cabinet. The goals should be stated in terms of increasing understanding, gaining acceptance, explaining technical issues, increasing awareness, and minimizing misunderstanding; in short, the goal is to increase public acceptance of the proposal.

Public Environment

This section should provide current results of public opinion research (polling) on the issue at hand. In particular, it should highlight the positions of key stakeholders – those who will be in favour of and those strongly opposed to the initiative and any recent correspondence or public speeches on the subject. If possible, opinion should be presented by groups – region, demography, income status, etc. – to assist in the targeting of key messages.

Results of focus groups are relevant as they will point to contentious or misunderstood concepts.

Finally, attention should be given to current correspondence to the Minister and or statements by Members in Parliament.

Key Messages

The key messages should be brief, concise and relate to the traditional, core values of citizens – no more than three or four in total. They should also link to the values and overall positive and progressive messages put out by the government and replicate concepts such as transparency, accountability, service delivery, collaboration, etc. They should be easily understandable and capable of being delivered by all members of Cabinet.

Strategic Considerations

External factors

This section should provide a brief history of the file, refer to any relevant legislation, and any other regional/local/national/international factor that may affect how the initiative is received.

Approach

A description of the strength of the message – should the approach be high profile, low profile, delivered directly by the government or through third parties.

Sequencing

Refer to the need, if necessary, for any pre-positioning among stakeholders to improve potential receptivity. This element is particularly necessary when established and vocal constituent or lobby group will be opposed to the proposal.

Opportunities

> Provide example of other events that may be occurring at the time of the announcement and may provide increased profile or support for the initiative. High profile visits from foreign dignitaries ensure media attention and can be a useful mechanism to deliver a message.

Challenges

> Describe current opposition to the proposal, argumentation that has been attempted in the past to explain the position of the government and any potential, residual negative reaction. Provide examples of potential measures that will minimize or reduce the potential adverse reaction.

Headlines

> Portray what would be considered to be the ideal reaction in the media and then the worst possible headline; explain the rationale for these headlines and brief strategies to respond to both.

Target audiences

Provide, briefly, the key target audiences and how the messages are being tailored to appeal to these key groups. Relate positive or negative reactions to these particular audiences and also relate how these reactions will differ from the public at large.

Activities and vehicles

Describe the total list of activities that will be used to portray the messages, including:
  – Lock ups and private briefings for ministers, stakeholders and members of the press
  – Media kits
  – Advertising in the media
  – Supporting materials (flyers)
  – Timetables and participation of lead minister, regional ministers, officials

Regional Communications

If necessary, outline the role of local or regional ministers or Members of Parliament and how the messages have been tailored to explain and cater to local interests.

Horizontal Coordination

Refer to any other initiatives that are linked horizontally, to the current announcement and ensure that there is consistency in the messages.

This is particularly relevant when announcements of major investments appear to be inconsistent with environmental protection.

Sustaining a Communications Presence

A section to describe activities after the initial launch and include follow-up interviews, speaking tours, delayed advertising, promotional material to come, direct mail campaigns, and uses of information technology (e.g. Internet web sites).

Partnerships

Provide a listing of potential partners who are committed to the initiative and the process. Ensure that the government maintains control over the material provided to third parties and, in this way, ensures consistency in the messaging.

Budget
A detailed listing of expenses including a breakdown by media type; provide the ratio of communication costs to total costs to ascertain whether the communications activity is being allocated adequate resources for the task at hand.

Evaluation Criteria and Plan
- Detail the strategy to monitor the communications plan over time.
- Establish an ongoing process to receive information and adjust the strategy as necessary.

Related Materials
Explain what other information is being produced, confidential and non-confidential, for ministers, Members of Parliament, stakeholders who may assist in implementing the strategy.

CONSULTATION GUIDELINES
In addition to a communications plan, Policy Analysts may be required to prepare a general consultations plan as a means of interacting with the public, key stakeholders, etc., and assessing the feasibility of potential policy proposals.

Criteria for Consultations

Openness
Parties should disclose relevant information in an open and transparent way; in addition, the exchange of information should be established so that there is no need for any party to consider that there is a "hidden agenda."

Respect
Consultation mechanisms should generate a sense of respect between all parties; the process is not simply pro forma but input is required to improve the decision-making process.

Legitimacy of point of view of all participants
Participants should be encouraged to share views even if, a priori, there may appear to be a conflict between positions.

Process
The timing of the consultations exercise should be made clear, with all relevant information easily accessible.

STAKEHOLDERS AND THE CONSULTATION/COMMUNICATIONS PROCESS

Stakeholders may be useful in formulating and implementing new policy proposals. It is worth noting, at this stage, the different approaches the Policy Analysts would undertake with respect to stakeholders, lobbyists, and the general public.

	LOBBYING	REPRESENTATION	CONSULTATION
DIRECTION OF COMMUNICATION	one-way	one-way	two-way
OBJECTIVE	change legislation or policy	convey views of interest group into process	improve service and policies through effective communications
GOVERNMENT	key decision-makers	key decision makers and executive	agent of delivery of service
NON-GOVERNMENT	interest groups representing relatively narrow or specific interests	citizens with general interests and values	clients and stakeholders with respect to a specific policy or program
EXAMPLES	Bankers= associations	task forces, royal commissions, polls, national organizations, think tanks	roundtables, extended work shops involving discussion of policy issues and design

Figure 9

Topics for Discussion
▶   **Who are the key lobbyists in your ministry?**
▶   **Have you prepared a strategy to engage stakeholders?**
▶ **Prepare the plans for a meeting between your minister and key stakeholders opposed to a new policy initiative.**

CHAPTER 7

MONITORING AND EVALUATION

This chapter describes the purposes of evaluation, guidelines for proper evaluation practice, the role of evaluation in development, reasons for the ineffectiveness of evaluation as a guideline for public policy, evaluation models, and a very brief overview of methodological techniques.

PURPOSES OF EVALUATION
Evaluations are undertaken to meet three objectives:

(1) Enhance the accountability of the individual or unit in an organization to a supervisor or other government body.
(2) Improve the operations of a program by making it more efficient, economical, effective, or relevant.
(3) Expand the scope of the field through new developmental techniques in research and design.

The approach one takes to an evaluation will depend upon these purposes as Chelimsky demonstrates below.

CHELIMSKY[13]: EVALUATION AND DIMENSIONS			
DIMENSIONS	**ACCOUNTABILITY**	**KNOWLEDGE**	**DEVELOPMENTAL**
Purpose	Determine efficiency; measure results	Insights into public problems	Strengthen institutions or improve organizational capacity
Typical Uses	Policy debate, reporting relationships	Research and development, educational publications	Internal programming discussions, budget allocations
Role of Evaluator	Distant	Variable	Close
Independence	Necessary	Necessary	Not necessary
Advocacy	Unacceptable	Generally unacceptable	Inevitable
Relevance for Policy Debate	Can be strong	Can be strong if results understood and accepted	Not necessarily strong; depends upon quality and control

Figure 10

In turn, Chelimsky suggests these tasks to make evaluation units effective:

– Establish and maintain the legitimacy of evaluations
– Analyse the needs of the user
– Understand the mission of the unit and the organization
– Establish the credibility of the evaluators

In a recent publication, the OECD suggests the following best practices and guidelines for evaluations:

Getting the Most from Evaluations

Identify the Main Participants
Important to identify nature and mandate of the client as well as the key stakeholders; based upon this, establish right relationship with client, as below.

Assess Benefits and Costs
Assess the benefits of undertaking the evaluation and ensure that the results will be forthcoming in order to improve the programme Β evaluations criticized for being too slow in the past. Key value of evaluations is that they are independent assessments of effectiveness of programs.

Organizing the Evaluation Framework

Foster Evaluation Culture
Develop environment where evaluations are seen to be beneficial and are part of the bureaucratic processes. Ensure that key ministries and departments will make use of information.

Manage Evaluation Activities Strategically
Decentralize evaluation function to ensure buy-in; evaluations should be part of incentives for good management. It may be appropriate to have special funds dedicated to the evaluation function as an incentive for ongoing review and improvements.

Enhance Credibility
Develop and maintain standards for evaluation practices

Building Effective Evaluations

Ensure Links With Decision-Making Process
Integrate evaluation with normal decision-making processes – policy process, budgetary process.

Choose the Right Evaluator
Internal or external evaluations, credibility and integrity.

Involve Stakeholders and Communicate Findings Openly
Establish steering committees, view evaluations as a constructive tool for positive decision-making.

Topics for Discussion
▸ **Who has responsibility for the evaluation function in your ministry?**
▸ **How often are your programs and policies evaluated?**
▸ **Describe a positive culture to induce effective evaluations.**

CONDITIONS UNFAVOURABLE TO EVALUATIONS

New Program Or One With Little Stability
A program that is relatively new and one that has had substantial and significant changes in its short life span will be difficult to evaluate as the relevant variables are constantly changing.

Inadequate Resources
Some programs may have proper design and well defined causal relationships but inadequate resources for successful implementation. Consequently, the evaluation may demonstrate that a program has not met its objectives, when, in reality, the design requires additional funding.

Limitations by the Client
In certain circumstances, the client will suggest what can and cannot be evaluated; alternatively, the client may impose conditions on implementation that will limit the likelihood of success.

Disagreement on the Objectives of the program
Understanding and agreeing on the objectives of the program is often overlooked in the design process. As an example, short-term job creation programs may not reduce unemployment significantly in the short-term but may build local capacity, promote entrepreneurship that will lead to employment growth in the long term. However, one will view a reduction in the unemployment rate a reasonable objective only if the jobs created are in the private sector.

Topics for Discussion
▶ **Have you been required to undertake an evaluation under adverse conditions? How did you overcome these obstacles?**
▶ **Describe a process to ensure that the client of your evaluation will understand its limitations.**

EVALUATION ASSESSMENT

Before undertaking the evaluation, program operators may consider the use of an evaluation assessment to determine if the evaluation will be feasible. An assessment involves these steps:

– **Involve Intended Users**
Establish formal mechanisms so that clients will be involved as the evaluation proceeds.

– **Clarify Program Objectives**
Develop potential performance indicators and ascertain from the client what expectations for the program are over the medium-term.

– **Explore Program Reality**
Determine the nature of the database and other supporting information that may be used to undertake the evaluation. Seek with the client what the situation would have been without the intervention of the program.

– **Reach Agreement on Changes**
Based on above, reach a consensus on performance measurement, program goals, and any other changes in programming activities.

– **Explore Alternative Evaluation Designs**
Determine if the evaluation is for accountability, knowledge or program improvement and assess the relationship between this purpose and the potential design of the evaluation.

   –   **Uses of Evaluation**
        Agree on the uses of the evaluation for improving the nature of the program. Determine if the evaluation is designed to assess short-term impacts or long-term outcomes and how the results are to be communicated.

EVALUATION IN REFORM OF DEVELOPING COUNTRIES

Wiesner[14] points out that there are three broad fronts to the agenda of most developing countries; Privatization, Decentralization, and New Spending Priorities. As outlined below, he describes how evaluations can assist the reform process.

Privatization

Privatization efforts have not always worked as well as anticipated as governments realize that a simple transformation from state ownership does not necessarily bring about efficiency. Consequently, governments are now using the regulatory instrument as a means of promoting competition and encouraging growth. But regulation comes with its own problems. In many countries, there is not the established tradition and expertise in regulatory proceedings – the capacity is absent.

Fiscal and Political Decentralization

The notion behind decentralization is that improved resource allocation will result as decisions are made at the local level and public resources will be more responsive to local needs.

The theory is laudable but is not always put into practice. First, fiscal transfers to support local development are provided without conditions and there are no incentives for efficiency and effectiveness. Secondly, as above, the local infrastructure does not have the necessary capacity to assume the appropriate responsibilities for this decentralized decision-making.

New Spending Priorities

Increased resources are being allocated to social priorities in developing countries, particularly education, health welfare — this direction is reinforced by the international financial institutions that view reduction of poverty as a (the) criteria for international lending.

This redirection, however, will not necessarily lead to growth if the proper incentives are lacking; indeed, the equity priority will not necessarily have the distribution implications sought as new expenditures may increase the incomes of the suppliers (nurses, educators, etc.) with marginal benefits for the needy.

Thus, evaluation can help developing countries by:

   –   Providing information and bench marking to determine if regulatory changes are approaching efficiency (competitive) norms.

   –   Developing performance measurement standards and avoiding earmarking as guidelines for resource allocation.

   –   Implementing strategic evaluations – broad evaluations on key priorities to develop feedback, and allow for redirection before the policies and programs become irreversibly entrenched.

Topics for Discussion
► **Has evaluation methodology been used to assess the performance of regulatory agencies?**
► **What guidelines have been developed to guide public expenditures on social spending?**

EVALUATION AND INDEPENDENCE

The evaluation function should be established as independently as possible in an organization for these reasons:

Priorities

Governments will have to establish priorities for spending in a period of expenditure restraint. Deciding on priorities is a question of trade-offs between the potential benefits and costs of competing programs and activities. Evaluations may provide an objective perspective to assist in the decision-making.

Accountability

It is incumbent upon governments to demonstrate to Parliament that the expenditure of public funds has been carried out in the public interest; independent evaluations perform this function.

Management

Management makes decisions on the basis of opportunity cost – what is the direct cost of the program and what other initiatives could have been undertaken with similar expenditures; evaluations assist in the decision on trade-offs.

MECHANISMS TO INCREASE THE INDEPENDENCE OF EVALUATIONS

Reporting Relationships

The government could establish a separate unit – a central evaluation agency – to whom evaluators would report. This agency would be responsible for setting standards in evaluations, coordinating and integrating best practices, and ensuring appropriate linkages among the evaluation community.

Competition

Establish processes where the evaluation units are seen to be working for Parliament and not necessarily for the government, as in the United States where the Government Accounting Office provides reports to Congress; the Executive Branch undertakes its own evaluations.

Independent Commissions

Engage, more frequently, the use of independent commissions to examine government operations. While the operations of commissions have limitations, they can, nevertheless, provide an independent perspective on particular problems with a wide scope, not normally feasible in a ministry evaluation.

REASONS FOR INEFFECTIVENESS OF THE EVALUATION FUNCTION

There is an apparent need for effective evaluation as a guide to decision-making and financial planning. Recent experience internationally suggests that, in contrast, the evaluation function is not critical to decision-making as explained below.

Process

Ministers and senior officials learn to bypass due process and appeal directly to the (Prime) Minister on political grounds of urgency, political sensitivity, etc.

Credibility

Evaluations may be written in technical language and not easily understood by client; tendency for the client to disregard results particularly if results are unfavourable to program objectives.

Adversarial Relationship of Parliament

Parliament is based upon an adversarial relationship which does not always lead to constructive debate with the intent to improve programming. Evaluations are thus seen as political instruments and evaluators will be reticent to undertake assessments of programs fearing the negative consequences in parliamentary fora.

Constituency

Programs, once established, develop a constituency of vested interests who, in turn become dependent upon the program. Evaluations threaten that relationship and attempts are made at the earliest stage of the evaluation to limit the scope of the analysis and the scope of the results.

Innate Bias Towards Evaluations

Program administrators approach impending evaluations with a degree of mistrust. They fear termination of programs if the results are negative. Obversely, any negative information will not be used in a constructive manner but will be misused to cast negative reflections on personnel, performance appraisals.

Political Pressure

Even when evaluations are undertaken, political pressure will tend to skew the nature of the evaluation and the nature of the results. Politicians will tend to emphasize short-term evaluations with limited time horizons, consistent with the electoral cycle, and will want to see the results formulated in a manner that can be used to pressure for additional resources to support departmental programming.

Design and Objectives

Evaluators and the client fail to agree completely on the objectives and thus the performance measurement of the program. Consequently the results will be irrelevant or inappropriate for policy planning purposes. This problem occurs frequently when programming is designed to build institutional capacity in the short-term and quantifiable measures as reduction of poverty are a medium-term output.

EVALUATION MODELS

There are a variety of models to be used in undertaking an evaluation. On occasion, analysts may find it useful to establish an overarching framework as a means of guiding the evaluation procedure, ensuring consistency, and improving internal coherence. Examples of the models used include:

Fiscal/Efficiency
Evaluations concerned only with savings in expenditures and costs.

Ex-Post Inspection Model
Examine the results of the program and if they appear reasonable, assume the process is fine; in contrast to examining processes of a program step by step. In short, only undertake evaluation when program appears dysfunctional.

Accountability Model
Undertaken usually to demonstrate compliance with a set of guidelines or regulations.

Expert Opinion Model
Undertaken in instances where the variable are qualitative, not quantitative, and opinions are subjective. An "expert", or series of experts, is asked his views on performance.

Anthropological Evaluation
Start the process by interviewing clients, operators, and stakeholders to determine if the original objectives remain valid; a useful approach but very time consuming.

Single Indicator Evaluation
Use evaluation as a means to obtain single indicator for decision and assume stakeholders accept credibility of your findings. This approach is often used with expert opinion and a "best option" is recommended.

NATURAL EXPERIMENTS/EVALUATION METHODOLOGY

The ideal evaluation "experiment" takes the following form:

Group 1	O	X	O'	O"
	Pretest observation	Intervention	Immediate post test observation	Six month post test
Group 2	O		O	O
	Pretest observation		Immediate post test	Six month post test

Figure 11

This formulation is deemed to be ideal as Groups 1 and 2 are selected randomly with characteristic O and any difference between O', behaviour after intervention and O must be due to the intervention X. O' may be termed the immediate output, and O", the outcome.

COMMON METHODOLOGICAL PROBLEMS IN EVALUATION

Unfortunately this model is difficult to achieve in practice for the following reasons:

History
> It is not always possible to assert that over the period of the experiment, only X was an intervening variable. In fact, differences between O and O' may be due to an extraneous factor, more dominant than X and attributing the results to X is incorrect. This is a particular problem in measuring effects of job creation programs where general upturns in the economy will outweigh marginal contributions of micro programming efforts

Maturation
> Over the period of the sample, membership changes and they can no longer be considered representative samples of a population. This is common when the evaluation focuses on programs that have a very long-term time horizon as they attempt to change endemic structural problems; literacy, training for the long-term unemployed, etc.

Selection bias
> The control groups are not selected randomly due to a deficiency in the procedure. This can occur, for example, in anti smoking techniques when volunteers are requested for a group – the volunteers may themselves be motivated to stop smoking and this motivation will tend to overestimate the potential effect of the intervention.

Observation
> This problem is also related to the assumed randomness of the samples. Individuals in one group know they are being evaluated against a control group and believe they must Ado better@ as they are under observation.

Topics for Discussion
▶ **Describe an evaluation undertaken in your ministry that differs from the ideal model.**
▶ **How would you set up an evaluation using expert opinion?**

METHODOLOGICAL CONSIDERATIONS

The following table compares methodologies:

METHOD	PURPOSE AND GOALS	STRENGTHS	WEAKNESSES
SURVEYS	Understand and get reaction from individuals Apply questionnaire on national, regional or local basis	Can be launched quickly Can obtain a range of reactions Can be tailored to many situations Results are easily understood	Usually not longitudinal but one snap shot in time - cannot always tell trends Potential bias in questions Adequate sample size not always feasible; may be expensive
FOCUS GROUPS	Fully understand individual reactions to an issue Ensure that there are no difficulties in language	Can explore issue in depth because of flexibility in approach Launched quickly and interim results instantaneous	Results may depend on facilitator who may distort conversation Sample is not necessarily representative
DATA/ FILE REVIEW	In depth analysis of subject as data can provide cross sectional and time series analysis	Information may avoid bias Analysis may proceed without interrupting normal operations	Time is required to assemble and examine data Data often incomplete and files difficult to replicate
CASE STUDIES	Illustrate causality based on actual experience	Public can relate to issue	Nature of particular case study may not be applicable to other cases
COST BENEFIT ANALYSIS	Demonstrate benefits and costs of a program and thus enable adequate tradeoffs	Quantitative estimates of costs and benefits for comparison Can rank several initiatives because of methodology	Many variables difficult to quantify Programs have different outputs that are not comparable
ECONOMETRICS/ TIME SERIES AND CROSS SECTION ANALYSIS	Demonstrate relationships over time or across sample with quantitative measures	Relationships are quantitative and formulations provide predictability if variables change.	Data base not sufficient for estimating causal relationships May not be applicable in areas with small sample size
EXPERT JUDGEMENT	Assessment based on expert in the field	Credibility of result based on view of expert Easily launched	Not a solid sample and views may vary depending upon expert

Figure 12

> **Topics for Discussion**
> ▶ **What techniques are commonly used in your ministry to evaluate programs?**
> ▶ **What procedures are in place to ensure consistent data files for evaluation purposes?**

CHAPTER 8

CONCLUSIONS

This manual has expanded in size from the original plan. Nevertheless, the contents are true to the objectives at the outset:

–   Provide a logical order to the policy cycle in a user friendly manner
–   Provide, where possible, examples of direct relevance to the Jamaican situation
–   Suggest topics for further discussion or independent study.

Some conclusions of the manual can be summarized as follows:

(1)   Policy development is an art as much as a science and there is no one answer to a public policy problem.

(2)   Analysis should take into consideration international, national, and local considerations.

(3)   Defining the problem requires considerable effort - but the effort is most worthwhile.

(4)   Analysis demands the consideration of options.

(5)   The Policy Analyst provides advice – it is incumbent on the analyst to ensure that the advice is considered as part of the decision-making process.

(6)   Policy cannot be divorced from operations – equally, operational procedures cannot be divorced from policy developments.

(7)   The skills of the Policy Analyst have changed dramatically over the past few decades; technical competence must be complemented by interpersonal skills, the ability to communicate, and the capacity to operate in a dynamic environment.

(8)   Structures assist the policy process, whether it be the internal structure of a ministry or the Cabinet Committee system.

(9)   Executive agencies and other trends in the new public management demand a greater role for the policy function.

(10) Evaluation, while difficult, is a useful tool in assisting decision-makers in developing countries.

However, I digress. Serious analysts will form their assessment of this manual based upon their own personal situation. More important, the experienced Policy Analyst will realize that this overview is the first step; **managing** policy development is Act Two and that may be the subject of another manual.

As a final illustration, the Policy Analyst will see the relevance of the following matrix. The first column contains the elements of the policy cycle as discussed above and will assist in logical analysis. The fourth column contains personal and interpersonal skills - the skills one needs to analyse issues and resolve problems.   The criteria I have selected to assess and evaluate the analysis of particular policy problems are three:

- Clarity
- Context
- Rigour

The successful presentation, briefing note, or background paper is one which blends effectively the elements of analysis, (your) personal skills, and (your) criteria.

POLICY/SKILLS MATRIX			
	CONTEXT	*CLARITY*	*RIGOUR*	
Problem Definition				Knowledge
Analysis				Intellectual Capacity
Process				Organization/ Management
Implementation				Relationship Skills
Communication				Personal Skills
Evaluation				Judgement

Figure 13

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APPENDIX 1

BRIEFING NOTES for COMMITTEE CHAIRPERSONS
The following is an attempt to portray a generic briefing note to the Chair of a Cabinet Committee or the Chair of Cabinet. In writing the briefing note, that analysts should consider the following:

Recipient/Chair
The style and characteristics of the recipient may vary.
- Does the chair prefer oral or written material?
- How lengthy can the notes be?
- Is blunt factual material appreciated or should the tone be one of deference?
- Will the Chair read the Ministerial documentation or will she/he rely only on your note?
- Will you have an opportunity to discuss your briefing with the Chair before the meeting?

Context:
If the note is for a Committee of Cabinet:
- Is the item one for information of for decision?
- Is the item being discussed for the first time?
- Is deferral of the item a feasible option?
- Have you ensured that all the relevant participants will attend the meeting?

If the note is for Cabinet Β Prime Minister in the Chair
- Have you portrayed, explicitly, potential tension between Ministers?
- Have you described previous discussion of the subject either in bilateral/multilateral meetings or in Cabinet?
- Will the Prime Minister receive contradictory advice from his/her political staff?
- Have you provided options and fall-back positions for the Prime Minister?

FORMAT
<u>Issue</u>
Setting the stage for the nature of the decision:
– Why is the item coming to Cabinet Committee?
– Is the issue a change to current policy, a response to the external environment, or a new initiative?
– Is the issue a formality and requires minimal discussion?

<u>Context/Background</u>
Providing a short history of the issue and the relevant factors that should drive the decision
– What is the current policy of the government?
– What has forced the government to change policy or operations?
– Is the issue related to a priority of the government and are there linkages to public documents – e.g. Budget Speech from the Throne
– Is the impact of the issue distributed evenly across regions, demographic groups, etc.?

<u>Cabinet Office Comments</u>
Views of officials in the Cabinet Office
– Is the material provided by the minister and the ministry presented in a logical and lucid manner?
– Is the data solid?
– How rigorous is the analysis?
– Have the views of dissenting officials/ministers been accurately portrayed?
– Are there gaps in the documentation?
– Will the public understand the initiative or proposal?

– Has there been adequate consultation –e.g. Status of Women?

Political Comments
To be used infrequently but useful if the Prime Minister has expressed particular views on the issue
– Has there been discussions with the Prime Minister=s office?
– Will the issue lead to a fractious debate in Cabinet?
– Is consensus/Cabinet solidarity feasible?

Conclusions
A general statement of agreement or disagreement with the thrust of the document
– Can the proposal be agreed to in principle?
– Should the item be discussed another time before ratification?
– Should the Chair state, at the outset, that no final decision should be taken at this time?

Recommendations
An explicit description of the recommendations that can be made public.
– Are the financial implications explicitly stated?
– Are instructions to collaborating ministries clear?
– Can legislation be drafted based upon the recommendations?
– Are the roles of lead/sponsoring and supporting ministers acceptable to all parties?
– Are there any obstacles that could delay implementation?

Conduct of the Meeting
Advice on the approach to the meeting
– Are sufficient numbers of ministers present for a good discussion?
– Will the relevant Ministers be present?
– Should officials attend to support the minister?
– How much time should the Chair allow for discussion?
– Will other Ministers be allowed to invite officials?

Speaking Notes for the Meeting
An outline of introductory comments for the Chair, in order to set the context for a Ministerial presentation

By the End of the Meeting
Check list for the Chair of items that should have been resolved, based upon Cabinet Office comments above

Appendices
Supporting material that may help the Chair arrive at a decision.

APPENDIX 2

COMPETITIVENESS CASE STUDY

In a previous position, I generated an analysis of the competitiveness of Atlantic Canada, a region which has traditionally lagged the rest of the country in terms of economic growth. The purpose was to:

- determine the elements of competitiveness
- understand areas of strength and weakness fort he region
- use this analysis as a means of promoting investment and stimulate corrective policies for those factors inhibiting growth

The study was carried out by KPMG and published as The Atlantic Canada Advantage, A Comparison of Business Costs in Atlantic Canada, Europe and the United States.

A brief summary of the study follows.

COMPETITIVENESS

Introduction and Nature of the Atlantic Canadian Economy

Rural population	High rate of unemployment
Exporting skilled labour	Reliance on natural resources
Good infrastructure –hospitals, universities	Tourism a priority area

Policy and Process Issues

Factors to Consider for Attracting Investment

Image	Costs
Potential Benefits	Competition between cities
Benefits for Minister/Region	

Bureaucratic Process to Launch Study

Internal vs. External study	Distribution/Publicity
Management	Launch
Peers	Follow-up
Resources	Credibility
Interministerial Considerations	

Attracting Foreign Investment

Cost Factors and Cost Competitiveness as a Means of Encouraging Foreign Investment

Location-Sensitive Costs

Initial Costs	*Operating Costs*
	Interest
Annual Costs	Depreciation
Labour	Income Taxes
	Property based taxes
	Capital taxes
	Transaction Costs

Other Factors

Stability
Exchange rate
Inflation Rate

Economic Environment
Consumer Confidence
Fiscal responsibility
Public Debt
Corporate Environment
Workforce Availability
Industry Clusters
Public Attitudes Toward Business
Crime
Political Stability
Suppliers
Proximity to Customers

Personal Environment
Quality of Education
Cost of Living
Personal Income Taxes
Safety
Health care
Cultural values
Physical Environment
Lifestyle

Industries Selected for Comparison
Electronics
Food processing
Medical Devices
Metal fabrication
Pharmaceuticals
Plastics
Software Production
Telecommunications Equipment

Industry Specifications
Land and Building Equipment
Machinery and Equipment
Financing Debt and Equity-
Working Capital
Annual Sales Revue
Staffing Needs
Raw Materials
Research and Development
Product Distribution Pattern

Relative Importance of Costs

Labour	55%
Taxes	17%
Depreciation	13%
Interest	6%

Electricity	3%
Telecommunications	3%
Transport	3%

Other Sources
UN Human Development Index

APPENDIX 3

ASSIGNMENTS FROM POLICY ANALYSTS' NETWORK PARTICIPANTS

Angela Buchanan	An Amendment to Ensure Greater Protection of Endangered Species of Jamaica's Flora and Fauna
Sandra Buchanan	National Policy on Squatting
Reginald Budhan	Business Incubators for Development of Youth Entrepreneurship
Oscar Dewar	Cabinet Submission on HIV/AIDS
Denton Edwards	HIV/AIDS Awareness/Prevention Program for the Tourism Industry
Jean Fairclough	Improvement of the Public Sector Project Cycle
William Fong	A Policy Framework for Improving the Development Approval Process
Dawn Ellis-Francis	Background Paper to the Employment Services Offered by the Ministry of Labour and Social Security
Grace Green	Proposal for the Evaluation of the EDUNET (Internet) Project in Schools
Beulett Hunter	Award of Contract to University of West Indies to Do a Bachelor of Education Degree Programme Using Distance Education
Sonia Hyman	Award of Contract – East Prospect Housing-Infrastructure Works St. Thomas; Cabinet Submission
Elvis James	Amendment of the Copyright Act to Incorporate Articles 23 and 27(3)(b) of the Trade-Related Intellectual Property Rights (TRIPS) Agreement
Cecil Johnson	Proposal to Amend the Criminal Justice Administration Act -Introducing Restorative Justice
Carol Johnston-Miller	Tourism as Horizontal Policy
Michele Lemmon	A Strategic Evaluation of the National Transport Policy and Plan
Sharon McDonald	Institutionalization of Gender Equity in Analysis and Planning for Sustainable Growth and Development
Janet McFarlane-Edwards	Upgrading of the Management Information System at the Ministry of Education Youth and Culture
Kaytana McLeod	The Need for Any Jamaican Energy Sector Policy to Emphasize the use of Renewable Energy Sources

Andrea Miller-Stennett	Information Document for the Implementation of a Project for the Development of a National Labour Market Information System
Sheila Sealy Monteith	Policy paper on Jamaica=s Participation in the United Nations Peacekeeping Operations
Peter Myers	Contentious Issues in the Construction Industry; Policy Framework for Jamaica
Collette Robinson	National Policy on Tourism Development with Particular Emphasis on the Development of the South Coast of Jewel Island
Garret Robinson	Land Divestment Policy Procedure
Charmaine Selvyn	Jamaica=s Human Settlements System
Angella Taylor-Spence	A Note to the Minister of Tourism and Sports − A Preliminary review of the Impact of September 11 on Visitor Arrivals in Jamaica
Faith Webster	Review of the National Policy Statement on Women 1987
Bernice Williams	Proposal for the Evaluation of the Primary Textbook Project

REMARKS

These assignments were submitted to me and returned to the participants with my comments. Briefly, the presentations demonstrated considerable strengths:

- They represented a wide range of issues
- Many participants chose topics with which they had had no previous experience
- All submissions were clear and well written
- The reports followed a logical format and the reasoning was straightforward.

However, I made several suggestions for improvement:

- Many submissions were not self contained and the reader had to have some prior knowledge of the material
- Some key departments had not been consulted in the process of preparing Cabinet Submissions, in particular, the Ministry of Finance
- Recommendations were written imprecisely and would not provide sufficient direction and instruction for a Cabinet decision
- Some topics were quite operational and the links with policy were obscure.

APPENDIX 4

GENDER ANALYSIS CHECKLIST

STEPS IN PROCESS	GENDER SENSITIVE QUESTIONS
DEFINING THE ISSUE	• What is it intended to address? • Who will it affect most? Men? Women? • Why has it become an issue? • Who needs to be involved in the solution?
DETERMINING DESIRED OUTCOMES	• Do outcomes differ for men and women? • What indicators are needed? • Are there gender specific factors that could modify expected outcomes? • Do men and women have equal access to the implementing resources?
RESEARCH AND CONSULTATION	• Are sex-disaggregated data available? • What are the gaps in the data? • Who is disadvantaged according to the data?
DESIGN AND DEVELOP POLICY	• What are the design options? • Do the options support gender equity? • Are cultural factors unbiased? • Are there differential consequences in the options?
IMPLEMENTING POLICY	• Is there a differential impact for men and women? • Will power relationships affect implementation? • Will special allowances have to be made for men or women? • Can the government, as employer, demonstrate leadership in implementation?

(For a full list, the Policy Analyst may contact PARU at the Cabinet Office, 1 Devon Road, Kingston 10.)

NOTES

1. Leslie Pal, **Public Policy Analysis, An Introduction**

2. **Jamaica (Constitution) Order in Council, 1962**, Section 3: Second Schedule, Chapter VI, p.102

3. Leslie Pal, **Beyond Public Policy Analysis, Public Issue Management in Turbulent Times**

4. **Report of Committee of Advisors on Government Structure** p.11

5. Ibid, p. 11

6. Ibid, p. 12

7. Ibid

8. Ibid

9. John Kingdon cited in Wayne Parsons, **Public Policy: An Introduction to the Theory and Practice of Policy Analysis.**
    (Parsons has a good discussion of Kingdon's model as well as other approaches to non-rational policy analysis)

10. G.B. Doern and R.W. Phidd, **Canadian Public Policy: Ideas, Structure, Process**

11. Roger Fisher and William Ury, **Getting to Yes: Negotiating Agreement Without Giving In**

12. D. Osborne and T. Gabler, **Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector**

13. Eleanor Chelimsky and William Shadish, **Evaluation for the 21st Century**

14. Eduardo Wiesner, "Evaluation, Markets and Institutions in the Reforming Agenda of Developing Countries" in **Evaluation for the 21st Century**