

Public Policy Analysis as professional activity and science: 20 years experience of development in Ukraine

There is a lack of institutions, the rules of play and the procedures for public governance system in Ukraine based on the modern technologies of public policy analysis and strategic planning. Although there are some normative and legal elaborations (legislation in the area of analysis of regulatory policy impacts; policy making analytical procedures imbedded in the Regulations of the Cabinet of Ministers of Ukraine - CMU), the efficient practical implementation of the mentioned procedures faces the lack of skilled staff able to properly operate the analytical instruments.

Good governance requires the power to carry out policies and to develop institutions that may be unpopular among some – or even a majority – of the population. Public officials cannot provide sustainable economic environment without the power to see the public's policies implemented.

For Ukraine, it is important to develop "Policy science" in its two directions: Policy Study (PS) and Policy Analysis (PA). For preparing this papers used O.Kilievych's material [1] and took period 1992-2012 (capacity development from Institute of Public Administration and Local Government to NAPA).

In the policy analysis (PA) as acting field of mean processes and procedures to prepare recommendations authorities (as customers of analysis) of the best among the possible options for action to address public problems to achieve these policy objectives, processes and procedures for evaluating, monitoring results and consequences of government decisions.

Professionalizing policy analysis: authority activity

In developed countries with strong democratic traditions of public administration policy analysis, as a professional activity, engaged in government, in universities and research institutions, the private sector (review of the AP as a professional activity - see [2, p.13-27, 3, p. 2-70, 4]). A similar situation begins to consist in Ukraine, where the last years led to very broad application procedures for policy analysis, primarily in the practice of government. Can identify at least four areas of such activities.

First, the issue of national development and other targeted programs (see presentation on NISPACE conference "Program Evaluation as Policy Implementation Instrument: Case for Ukraine", 2011, Bulgaria) in compliance with the laws of Ukraine [5-7] and Legislatives of Government [8]. Pay special attention to requirements for the structure of the draft concept of targeted program [9, p.6] that is fully consistent with the structure of a typical analytical paper [10, p.24, 11], which is documented product of PA.

Secondly, the issue of regulation of the Parliament (Verkhovna Rada), Government (CMU) and its Secretariat, the central authorities, local administrations etc. by [12-16]. Here we pay particular attention to the laws Cabinet of Ministers part 6 "Preparing of the Cabinet acts project", including paragraph 51 "Analysis and calculations" and paragraph 2 "Procedures of preparation", and paragraph 74 "Policy proposals" on chapter 8 "The conceptual basis of public policy" [13]. This CMU Resolution in matters "which requires the identification of conceptual foundations of public policy, priorities and strategic directions of socio-economic development, the sequence of actions, choice of optimal routes, and the mechanism of solving the problems of reform" provides training document "Proposals for implementation of public policy that are prepared in the form of memorandum (template - see. annex 10 to the Resolution).

Thirdly, the issue impact analysis of regulations under the Law of Ukraine [17] and the Resolutions of the Government [18-19]. Article 8 of the Act and defined methodic [18] procedures for the analysis of regulatory impacts of regulatory policy measures, based on experience and practice about 40 most developed countries, perhaps the most complete (in Ukrainian practice) illustrate the necessity of mastering the entire arsenal of tools implementing PA this activity.

The fourth sphere – the budget process in the planning of the budget programs [20], in particular, using program-target method [21], and audit of budget programs [22-23]. Stipulated Order of the Ministry of Finance of Ukraine [24] justify budget programs with the use of quantitative indicators in the

preparation of their passports lays the groundwork for the relatively new for Ukraine species audit, other than a financial audit – performance auditing, which, according to international standards of INTOSAI, provides analysis of effectiveness, efficiency and economy of public resources in the budget program [25, p.17]. Determination of appropriate indicators and audit the success of programs requires sufficient depth of knowledge of PA in terms of understanding the links between issues, objectives and policy instruments chosen, between resources (inputs), products and results of policy.

In addition to the above areas should be noted normalization of public involvement in policy making, taking into account the interests of stakeholder's policy, public consultation before the decision-making and in monitoring and evaluating policies according to [26-29].

So, in terms of normalization procedures for the PA since 2000, the country was tangible progress. Begun the process of creation of specialized units in the executive branch for PA (by CMU [30] of the PA group in accordance with the Civil Service Development Program for 2005-2010 [31]).

However, the most acute problem of the PA professionalization in Ukraine today is the low quality of the procedures provided by law. This can be illustrated examples analyzing impacts of regulations and develop passports of budget programs, especially in the part concerning the analysis of the expected and actual performance and efficiency of policies. Thus, the analysis of efficiency is limited mainly descriptive the expected benefits and costs without quantitative calculations, the risk of significant losses for some groups and business and the need for significant (costly) administrative and anti-corruption efforts of government are ignored. This is especially true practices crude price controls, taxes, import duty rates. The result is a significant loss in social welfare, the formation of negative attitudes to power, the loss of her trust.

Poor performance - it is rather only a symptom of the problem and the main causes of this phenomenon, we see two: 1) lack of adequate professional training of actors; 2) indiscriminateness Senior Civil Servants (customers) that accepts the draft decisions on the basis of superficial analysis, and sometimes orders preparation of recommendations, which carries the risk and threat making opportunistic or lobbied specific interest groups making.

The first problem can be solved by rationing requirements for professional training of actors in the PA. The Bill "On Civil Service" (new last version) in part 2 states that civil servants have to exercise the functions and powers, in particular, to "prepare proposals on public policy in relevant areas of public administration, including appropriate expertise of ..." [32], which actually is a key objective of the PA as professional activities.

As to the second problem we main hope – the development of civil society institutes, which should provide adequate pressure on the public policy makers. Legislative opportunities for such pressure are created. To improve the validity and transparency of policy-making processes, we hope, will also positively affect increased political competition between the major stakeholders, increasing external pressure on the government (for which it had to respond through European integration and football championship).

Professionalizing policy analysis: education and training.

In Ukraine for the last years accumulated some experience in the study of policy analysis in the Master's degree programs and short training courses for civil servants and experts.

It should be noted two Master's degree programs – "Managing Social Development" and "Public administration", under which outlines the normative disciplines of policy analysis as well as a separate specialization in public policy analysis (see presentation on NISPAcee conference "Implementation of Specialization "Public Policy Analysis" to the Ukrainian Training Programs for Public Servants: Opportunities and Barriers", Ljubljana, 2006) [33, p. 45-133], which were developed at NAPA. At the National University "Kyiv-Mohyla Academy" at the Department of Political Science certificate program introduced "Public policy analysis" [34].

As for training programs, short workshops, they developed in recent years and made quite a lot, especially for civil servants.

Thus, since 2005 the National Agency of Ukraine on Civil Service implements a program of PA groups in the Government of Ukraine (in development programs carried out by a joint initiative of ICPS, the Open Society Institute and the International Renaissance Foundation (IRF), CMU Secretariat in 2000-

2001). The Center for Support of Civil Service implemented a draft “Development of a network of policy analysis groups in the central organs of executive power” [35], organized by activity groups for elaboration of policy papers, and conducted workshops for team members to improve in civil service skills in PA. Polish-Ukrainian Cooperation Foundation PAUCI supported by the Global Opportunities Fund (UK) in partnership with NAPA implemented the project “EU standards of governance in Ukraine” [36], in which developed a training course of the PA, TOT, textbook and software, training for civil servants (in 2007-2009). In Training Institute of NAPA in 2009-2012 held two-day seminars on the: “PA and making policy papers”; “Public policy-making”; “Monitoring and evaluation of state programs for civil servants” (Oleksandr Kiliievych and Valeriy Tertychka).

A number of studying and training programs for NGO representatives were conducted in 2006-2012, supported by the IRF. This training, organized by ICPS in the project “Development of NGOs Capacity with the PA at the local level”, series of trainings conducted by the NGO “Ideal Country” in 2006-2007 in the framework of activities to improve the expert analytical knowledge and skills of users of Internet resources and third sector representatives held a series of training sessions with the PA. National Democratic Institute (USA) together with the CMU and NAPA for support of USAID organized in 2005-2007 program of government for training two categories of members - interns and young employees in the central executive bodies, which included a component of policy analysis (cycle training and seminars and making of policy papers (published in [37]). Should also note the series of training courses “Fundamentals of Policy Analysis”, organized in 2006-2011 for young citizens of Ukraine, Interns in the Parliament of Ukraine (in the “Parliamentary Development Program”, supported by USAID) [38].

IPAS made cycle of seminars, workshops and training for civil servants and NGOs: “Training in Public policy making for granters of competition” (IRF, 2009-2011); “Strategic Planning for local government in Crimea” (UNDP, 2008-2011); Capacity building of the Ministry of economy of Crimea for approval republican programs with the objectives and priorities of development Strategy of Crimea” (CIDA, 2010-2012); “Support for decentralization in Ukraine” (SIDA, 2011); “Involvement of expert-analytical capacity of the public to address the problem of "energy poverty" in Kharkiv Oblast” (IRF, 2011-2012) and i.e.

A common problem in education and training is the lack of highly qualified trainers with experience working as policy analysts. In Ukraine, there are many people heard of the PA and have basic procedures at the level of "common sense" (or deeper), but almost no experts who can train and perform basic analytical procedures for deep professional level, especially the economic analysis, including cost benefit analysis.

The problem is the lack of training preparing a full service market for training, when government agencies (and their archaic human services) have not the ability to order their own training, in particular, with the PA. For this reason, numerous workshops held by money grants IRF, in programs of international technical aid are one-off actions, which ended with the completion of the grant funds. Developed training has not “sold” to customers, and specially trained coaches with no consistent pattern of losing skills. However, this problem is possible only within the overall public administration reform, in particular, systems training, and adjustment to the present level of human resource management in public service.

The main problem of basic training the PA in Ukraine submitted to the lack of at least one full master’s program in Public Policy (such as MPP programs at universities in the West) with accents on the PA for training as makers (customer analysis) and policy analysts. Creating such training center would also facilitate the solution for lack of teaching and research staff in the PA. The formation of a professional expert and teaching environment of the AP also contributed to the preparation of masters with a focus on PA in the programs of political science, economics, sociology, and law and system analysis.

Professionalizing policy analysis: studying

When we talk about PA we remembered that this is just one of the two branches of a more general applied science - the **policy science** (part of a group of social sciences), another branch of which is the Policy Study (PS). This new science was established in the postwar years Harold Lasswell and his

followers in North America and Europe as a multidisciplinary, focus to problem solving and clearly normative science (for details - [3, p.10-52, 10, p.8-11] review the situation in Ukraine in the relevant periods - [39-40]).

Along with the appropriate institutionalization of “Policy science”, which includes the existence of corresponding institutions, regulatory and legal framework, and the educational component, it is also important that it is based on multidisciplinary and normatively, is oriented on solving problems and, which is especially vital, are based on social values.

In Ukraine, is the initial process of institutionalization of Policy Science. While in the West spread scientific specialty “Public Administration”, “Public Policy”, “Public Policy Analysis” in which scientists are prepared and degree the thesis, in Ukraine VAK normalized only one relevant branch of science – “Public administration” that consists of the four specialties. Two passports are matching the area of PS – “Theory and History of Public Administration” (one of the studying area - "PPA") and "mechanisms of Public administration: (one of the lines – “Making public policy in the areas of national, regional and branch administration and other areas of public life”). These areas and specialties reserved a number of theses published monographs and scientific articles, there are specialized periodicals (JPSPM). The centers of studying are the training institutions, NGOs (which are mentioned above). The subject of studying is PA methodology as a set of different analytical procedures, analysis of foreign experience, involving civil society in policy making, methodological issues and training exercises PA. Relevant applied studying financed from the public budget already, not only by international aid. As a result, Ukraine has become one of the leaders in studying with the PA in Central and Eastern Europe (former Soviet satellites). However, a clear separation of the PA in a single applied science has not happened because of the lack of critical mass for all the components necessary resources.

The task of “Policy science” is to understand and inform policy-making process by conducting initial studies of specific issues of public policy. It usually reflects the scope of interest of groups of policy researchers or scientists. As for policy analysis, it is a more politically motivated sphere, which seeks to directly influence the real effects of policy via authorities. Policy analysis is usually conducted by authorized politicians or analytical centers.

The purpose of Policy science is to consider the fundamental and often ignored problems, which appear for citizens and policy developers adapt to social changes, constant transformation of policies (as a course of action), and other political processes that are aimed at serving democratic goals.

Policy science makes an extensive use, along with mathematical modeling, of the tools of economic science - when analyzing social problems, determining the economic arguments for governmental intervention into socio-political processes, developing the methodology for the behavior analysis of the participants of socio-economic processes, choosing instruments of public policy, analyzing its efficiency and effectiveness, and evaluating the effects of government intervention.

The development of policy science is not an independent goal (as in the case of Basic Sciences), the level of development reflects the maturity of good governance and civil society organizations and is determined by understanding the needs of serious analysis of the processes of policy making, ultimately, for the purpose of increasing public welfare. Deepening European integration processes in the country, we hope, will increase the demand for PA and PS.

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