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INSOURCING OR OUTSOURCING FOR EX-ANTE AND EX-POST ANALYSIS IN PUBLIC POLICY-MAKING

Insourcing or Outsourcing for Ex-ante and Ex-post Analysis in Public Policy-making.

How can we use Insourcing or Outsourcing in Public Policy-making process? Is it advisable to use Insourcing or Outsourcing?

What are the advantages and disadvantages of Insourcing or Outsourcing in Public Policy-making process?

What procedures Public Policy-making should be given on Insourcing, and which in Outsourcing? Is it worth to focus solely on Insourcing? What threats Outsourcing for Public Policy-making national countries in global governance.

Ex-ante Analysis - which stage possible and reasonable to give Outsourcing, and which should be left on Insourcing? Formulation of Policy Options - what is the role of Outsourcing? What are the risks for Ex-ante Analysis in Outsourcing?

Ex-post Analysis: monitoring and evaluation on Insourcing or Outsourcing? Internal and external monitoring and Insourcing or Outsourcing are consistent as these procedures? Internal and external evaluation and Insourcing or Outsourcing consistent as these procedures?

Implementation Policy - what role Insourcing?

What is the practice of Insourcing or Outsourcing in Public Policy-making in Ukraine? What are the perspectives for Insourcing or Outsourcing in Public Policy-making

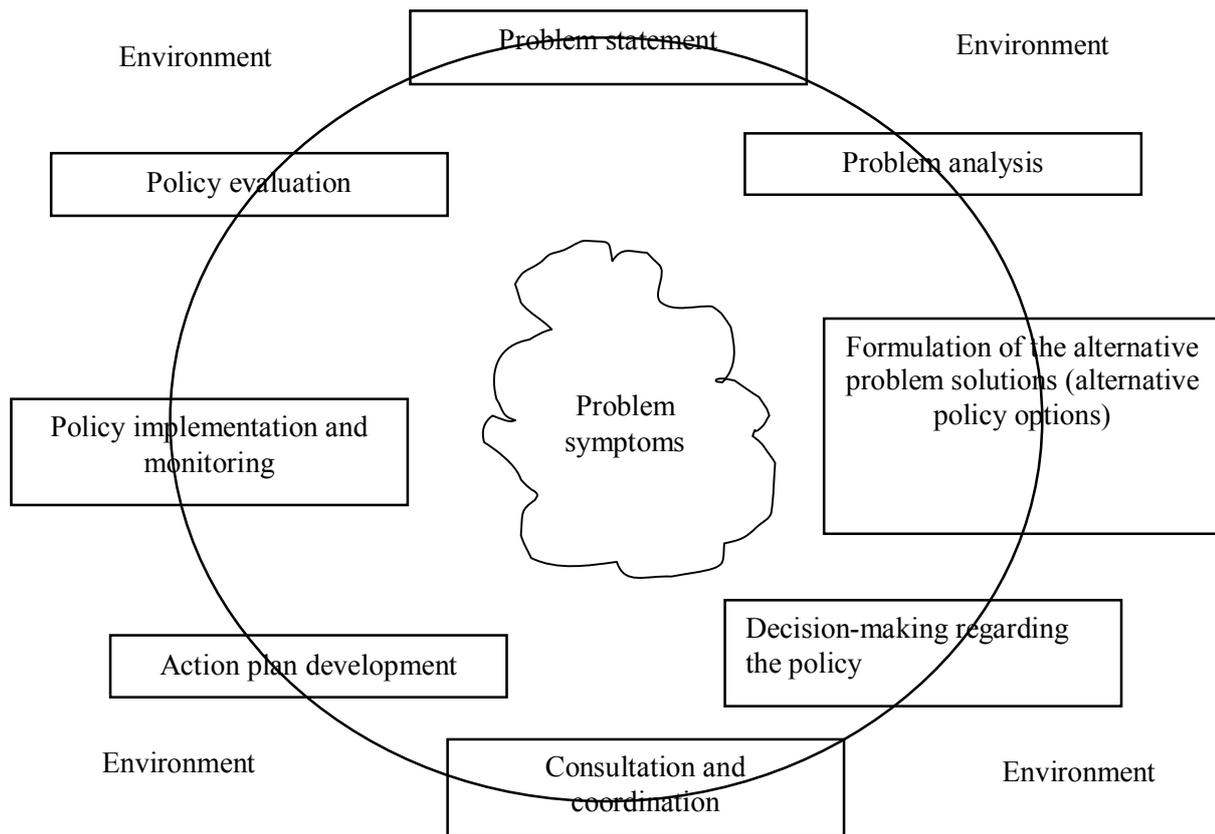
There was a wide implementation of all the basic procedures of policy analysis in practice of the authorities, which was accompanied by normalization of the relevant policy documents in Ukraine in the last decade. All of this was possible due to a multi-faceted international assistance. The task of the Ukrainian side was initiation and coordination of the assistance. Public Policy-making policy analysis process was normalized in accordance with international practices particularly with of abovementioned support.

Examples: “Policy proposal – memorandum of Cabinet of Ministers of Ukraine”, “Concept of the program”, “Passport program budget”, “Regulatory Impact Analysis of the act”. As an experiment, a number of ministries and departments prepare White and Green Papers, where different offers from relevant authorities to solve certain social problems were described. This is good example of outsourcing.

Taking into account the current realities of the global domestic basic task for the Ukrainian government is full implementation of procedures policy-making de facto. That consideration of stakeholder analysis is a key element for policy-making based on good governance.

Thus, the approximation of national policy-making to the international standards of democratic governance means the exercise of qualitative and quantitative changes in governance by the rule of law; democratic development of basic administrative support values (openness, transparency, and reliability), requires the implementation of political and legal instruments of state and corporate core values of the international democratic governance. This is has to be done by national scientists; insourcing is possible to use.

Public Policy cycle.



The Policy cycle is the term used to describe the lifespan of a policy, from its formulation, to the review. It comprises: needs assessment / agenda setting; planning / policy formulation; policy implementation; policy monitoring; and (policy) evaluation and feedback.

Policy-analytic procedures.

General intellectual operations that constitute the logic of policy inquiry. P.A.P. are one or more of five procedures for solving **policy problems: problem structuring, forecasting, recommendation, monitoring, and evaluation.**

Policy-analytic methods.

Relatively general procedures for producing and transforming **policy-relevant information** in a variety of contexts. **Cost-benefit analysis, time-series analysis,** and research synthesis (**meta-analysis**) are methods.

Policy-analytic techniques.

Relatively specialized procedures used in concert with **policy-analytic methods** to answer a more restricted range of questions. The estimation of serial correlation in time-series data by calculating the Durbin-Watson statistic is a technique.

Does the analytical techniques to refine the problem into the problem, suitable for analysis?
Analyzed policy problems in the context of the political situation in Ukraine: what're changes?

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 [1, 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 NISPAcee 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).

How environment changed the public analysis methods in the time of reforms? Which components of environment have point impact to change the public analysis methodology? Are four environment components enough? Will think about added the new environment components or restructured old system? Globalization influence to native juridical system: where are analyses it? Is it possible to apply environment approach to the analysis of impact similar to PEST-analysis (PEST, PESTEL PESTELID- analysis), thus to supplement it with other components? We have to think over it, because the list of factors is ignored by classic four components of environment. Also we have to think about the targeted orientation of the environment analysis: values' correlation, outputs, outcomes, and influences. The decrease of terms of public policy-making makes us to short-term tactics oriented at the results. Taking into account the outcomes becomes less valuable, and the policy influences sometimes stays aside.

Domination of the authority as main policy actor demonstrates fast and short-term resulted actions, however does not contain full consideration of the outcomes, and influences policy. Besides that, other policy actors are ignored. Apparently the attraction of institutes of civil society to public policy-making would contribute to full consideration of the environment influences. Are institutes of civil society have enough potential for policy-making and understanding procedures of policy process.

Stakeholder's analysis in crisis time: what's new? Another component, which needs to be taken into account in policy analysis procedures is stakeholders analysis. What changes? Does the changes appear in stakeholders themselves, stakeholders influence to policy outputs, outcomes and policy analysis? Maybe stakeholders analysis is out of date in crisis time? Or maybe it needed to be modified, because the majority of analytics use it to consult with stakeholders?

The analysis of policy must be directed on authentication of stakeholders – all those persons (groups of persons) which relate to the process policy (both at the mercy of and out of organs of power). That all, who is touched by existence of problem and possible ways of its decision (expenses, issue and consequences of realization of policy, are related to it). These persons are in certain sense the "stakeholders" of process of policy, because they have a "stake" – with them it is needed to be considered in the process of policy.

During realization of analysis of policy it costs to conduct consultations with two groups of stakeholders – with the representatives of interest and interested organs of power groups.

Interest groups are institute groups of participants (formal and informal copulas which combine participants in groups can be taken into account), which have general interest in the process of policy. An example are groups of businesses-interests, groups of lobbyism of businessmen; political parties and motions. With the representatives of interest groups it is necessary to conduct the proper consultations in the process of policy, especially, before acceptance of some decisions.

Second group of stakeholders, with the representatives of which it costs to conduct previous consultations, make the interested organs of power – organs, to which those must conform or other

questions which touch this process of policy. The circle of such organs of power is determined normative documents or expert way, taking into account expedience.

The analysis of stakeholders this finding out:

- looks and relation of the interested groups, leaders, Mass-media, and others like that to the problem (who is touched, a problem touches and who has levers of influence on the possible variants of the solved/ deepening of problem);
- organizations: establishments, that support/objected deny a decision.

In Ukrainian legislative the concept of stakeholders is rationed under the name the "interest groups" and for determination of the interested parties it is necessary to take into account the followings questions:

- who can turn to the account from Program?
- who can it influence on negatively?
- who is the Program supporters?
- who is the Program opponents?

It costs to carry out Assessment of measure of the personal interest by a scale from 0 to 4, where:

- strongly interested
- rather interested, than no
- not interested
- opponents
- 0 - it is not known

It is necessary to take into account for assessment influentialness of the interested party:

- plenary powers and status (political, social and economic) of every side
- degree of good organization
- resources which the interested party can mobilize
- unofficial influence
- relationships are with other interested parties

It costs to carry out Assessment of measure of influentialness by a scale from 0 to 4, where:

- very influential
- rather influential
- rather not influential
- quite not influential
- 0 - it is not known

Assessment of level of meaningfulness is carried out by a scale from 0 to 4, where:

- very meaningful
- rather meaningful
- rather not meaningful
- not meaningful
- 0 - it is not known

Stakeholders is the participants of process of policy, central figures in which are producers of policy, in particular, persons which make decision, and also analysts of policy. Producers of policy – it those, who «does» a policy, that persons, accountable for its development and making decision in the organs of power.

Depending on the time of analysis (relative to the date of the decision) and the maintenance of appropriate procedures such types are distinguished:

- ex-ante analysis (Lat., preliminary) performed before the decision;
- ex-post analysis (Lat., the final, final - monitoring, evaluation) is done after the changes in management as a consequence of the decision.

Normative and positive analysis.

Positive Analysis ("What's going on?") - Analysis of a situation, and the facts by measurable results (eg, economic analysis, forecasts)

Regulatory Analysis ("How it is supposed be?") - Evaluation of the desirability of the facts given by the positive analysis is usually based on social values. The sequence of steps in a positive and normative analysis focused on:

- Analysis of the facts (positive) →
- Analysis values (baseline) →
- Public choice

Successive steps of normative and positive analysis in strategic management:

- Social values [values] →
- Policy objectives [goals] →
- Policy objectives [objectives] →
- Alternatives to achieve the objectives (tools) [options] →
- Measures to implement the selected option
- Costs of resources on policies (+ environmental effects) [inputs] →
- Products (direct results) policy [outputs] →
- Impact (direct and indirect - on the environment) [impacts] →
- Consequences (outcomes) policy implementation [outcome]

Schematic representation of the sequential steps of normative and positive analysis in strategic management see. Figure 2.

Objectives → ↓	Results (final) ↑	Performance results (quantitative and qualitative)	Criteria to achieve the objectives
Objectives → ↓	Policy Products ↑	Products indicators (quantitative and qualitative)	Criteria to achieve the objectives
The need for resources →	Resource Indicators	Costs (quantitative)	

Fig. 2 Consecutive steps normative and positive analysis in strategic management

Decision Support Systems (authority) provides the transformation of resources into policy products (decisions on activities, activities funding). Transformation of policy products into policy results is outside authority's power.

Policy implementation.

Policy implementation – “the process from formulated policy intention to observed impacts and consequences”; “the process of transforming the goals associated with a policy into results ... and involves such activities as the application of rules, interpretations of **regulations**, enforcement of laws, and delivery of services to the public”.

Policy instruments.

Policy instruments are the specific means whereby a policy, as a response to a problem, is implemented.

Policy instruments – what **governments** use to intervene in the economy or society to achieve a particular **policy objective**. For example, they may offer various financial **incentives** to induce a change in the behavior of individuals or corporations; they may seek to direct private behavior through **regulations** and statutes backed by legal **sanctions**; or they may rely on state-owned enterprises and use direct delivery by government agencies to ensure that certain products or services are available to citizens.

Policy instruments – economic and social variables which are manipulated by the government to influence policy variables. Frequently referred to solely as instruments. We may distinguish four main

economic categories: **fiscal policy**; **monetary policy**; exchange rate policy and most recently the direct control over prices and **incomes policy**. It ought also to be noted that governments seek to influence policy.

Why policy actors changed tools for policy implementation? Beyond policy analysis: public issue management in crisis times. Dynamic changes and static procedure in policy analysis: is bifurcation point for new?

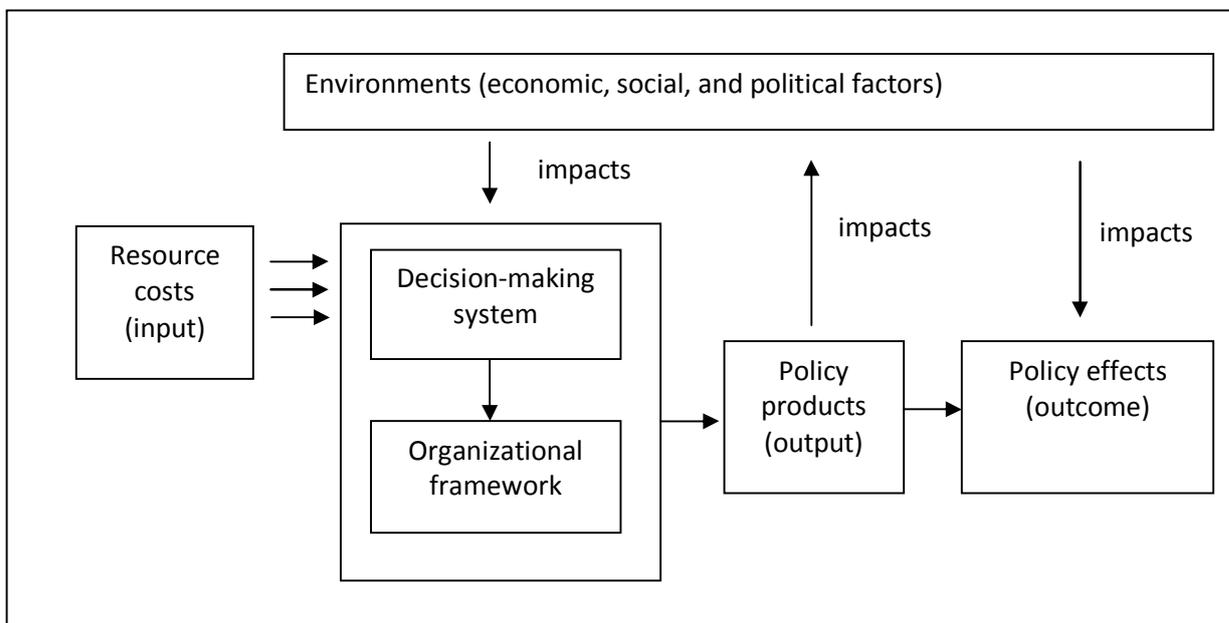
Insourcing and Outsourcing is widely used in the monitoring and evaluation of public policy. A number of procedures in the external monitoring is already Outsourcing. An important issue is implementation of the results of the external monitoring.

Evaluation of costs, products, effects and results of government programs

Efficiency and effectiveness of policies (programs)

Public policy as a course of action is a process, implementation of which requires continuous intervention of the authorities responsible for carrying out the given policy direction (see Fig. 1.)

Figure 1. The model of public policy process



Institutionally, an executive body in this process plays the role of the *decision-making system* (for example, the Cabinet, if to take a central authority).

The process of policy includes, first of all, addressing *issues and problems*. Solving any problem is impossible without spending related resources.

Costs are the resources needed to implement certain policy.

The implementation of policy, i.e., application of policy measures to address the problem taking into consideration the known objectives and tasks, provides results – *policy products (output)*.

Environment affects the process of decision-making, the costs and the output. In addition to the natural environment, it is necessary to consider the economic environment, social environment, and political environment. All together they form a set of factors (economic, social, and political) that may to some extent distort the process and its results.

Policy effects (consequences) appear in course of time and under the influence of environmental factors. They can be classified according to the *time of occurrence* – short-term, medium-term, and long-term. Consequences may also be *desirable* (those, which increase the benefits of policies) and *undesirable* (that generate costs and losses for particular groups or society as a whole and reduce the benefits of the policy). The consequences can be predictable – then they can be taking into consideration during decision-making, and unpredictable – those that were not taken into account in the course of

decision-making process (this does not mean that they were impossible to be taken into account: perhaps the preliminary analysis of possible consequences was poorly conducted).

Direct policy product and all its significant effects form the final outcomes of the policy as a process, although the term “final” is rather relative, because the consequences of policy implementation often cause new problems that also need resolution.

Final results should reflect policy objectives, while policy products are associated with the tasks of policy.

The policy evaluation should be based on several aspects – effectiveness, efficiency and economy.

Effectiveness of policy (program) is a measure of achievement of the declared policy goals. Effectiveness show how close the results are to the declared goals. For example, a program of HIV/AIDS prevention is based on the social values and is aimed at reduction of the cases of the disease incidence. The program could include a task – to reduce the number of cases, say, by 50%. If a year after the program achieved a 45% reduction, it can be considered effective, but if only 10% – then probably not. Still, it is also necessary to prove that the reduction of HIV/AIDS cases was a result of this particular program, rather than influence of any other factors. To determine the policy effectiveness it is necessary to take into account the direct results of the policy (products) or policy final outcomes (consequences).

Efficiency of policy (program) is the ratio between the cost of the policy and its achievements (sometimes – policy products, and sometimes – policy consequences). Efficiency can be measured both in physical terms (as productivity) and in value – if it is possible to give pecuniary valuation to all costs and benefits.

Sometimes during the analysis **policy economy** is allocated as a separate aspect of policy effectiveness.

Policies (programs) economy means that some fixed results are tried to be achieved with the least resources cost (or in the cheapest way).

1. Economic analysis of public policy is related to economic aspects of policy analysis, including:

(1) Substantiation that the problems cannot be solved by using market mechanisms, i.e. defining:

(A) The grounds for intervention (market failure) and

(B) The risk of interference (government failure);

(2) Definition of policy effectiveness and efficiency:

(A) The formulation of effectiveness and efficiency indicators,

(B) Choice of methods for assessing the efficiency and effectiveness of policy measures, (Including costs and benefits analysis – CBA)

(C) Methodological and institutional support for CBA;

(3) Analysis of regulatory influences (ARI) of government intervention (economic, social, and political) and methodological and institutional support for ARI.

Types of evaluation

Evaluation is based on different approaches and generally the following general types should be distinguished:

- Formative – gathering of information that provides feedback during the development of policy direction, which improving assessment;

- Final - after the formation of policy directions is complete.

Depending on the task facing experts the following types of evaluation can be enuerated:

1. Evaluation of a series of actions / measures:

- provides the conceptual answer to the question of the consistency of the program (logical relationship between cause and effect);

- provides the conceptual answer to the questions about the operating logic and sequence of actions within the program.

Evaluation of a series of actions / measures enables the experts to evaluate the sequence of stages of work accuracy and identify the level and nature of the impact of such a sequence on the efficiency and effectiveness of the program.

2. Preliminary assessment of the operating strategy – is implemented before the start of the program. It helps to understand how individual parts of the program interact both with each other and with the resources necessary to implement the program. Such evaluation helps to answer the following questions: are there enough appropriately trained human resources, necessary to implement the components of the program? Will financial, technical and other facilities for the program be provided timely and according to the schedule, etc. In addition, this evaluation helps to determine whether the goals of the program correspond to the current situation (which may change over time), whether the resources, required to implement the program, are correctly identified, etc. In general, this type of assessment helps to minimize risks.

3. Evaluation of implementation process – provides the detailed information on whether there is a realization of the program according to the plan, and whether beneficiaries feel and perceive short-term results of the program. This assessment complements the feedback and therefore helps the management.

4. Evaluation by means of individual situations studies (case study) - helps the management of the program to learn from examples of successful and unsuccessful experiences in similar situations in order to repeat the decision or, conversely, just look for others. In this case, the force of decisions is crucial.

5. Evaluation of long-term effects of program, or evaluation of impact - conducted usually 3-7 years after the completion of program (or set of programs) in order to determine its real influence on society. This evaluation reveals the true cause-effect relationships between the established aims and results.

6. Mega-evaluation is intended to combine the results of multiple assessments (short-, medium-, and long-term), the known research, etc. on the same issue. Thus, using common criteria and aggregating diverse data, conclude about the reliability and validity of the results.

Evaluation Forms

- **Appraisal:** a critical inspection of potential value (utility) of a program, made before the decision to start its implementation.

- **Monitoring:** continuous monitoring of progress of the program to determine compliance with the plan and take the necessary decisions to improve operations.

- **Review:** periodic or special, often quick assessment in order to determine the status of the program, which is not evaluated by usual methods. Critical reviews are usually applied to operational issues.

- **Inspection:** general test, designed to identify weaknesses and malfunctions and to propose ways to fix them.

- **Investigation:** a special investigation of a statement on the violation and providing evidence for possible prosecution or disciplinary proceedings.

- **Audit:** determining of the adequacy of management controls to ensure: the effective use of resources; preservation of funds; reliability of financial and other information; its compliance with effective legislation, policies, and applicable rules; the effectiveness of risk management; adequacy of organizational structure, systems and processes.

- **Research:** systematic study designed to create or develop knowledge.

- **Internal management consulting:** consulting services, designed to help management implement changes caused by organizational and managerial problems, and improve internal work processes.

Classification and definition of program indicators

Indicators are the foundation of any monitoring. Indicators are the means by which monitoring is carried out. They serve to determine the level of progress concerning program specific tasks or expected results (short and medium term) and others.

Indicators describe the program in operationally measured values, such as quantity, quality, type of beneficiaries, time, location, etc. For the purposes of monitoring different types of indicators can be applied.

Direct and indirect indicators

Direct indicators are those which are applied in cases when changes in the object of observation can be directly observed by the subject. This usually concerns short-term results. Direct indicators are more

accurate, more complete and more appropriate for the immediate use.

Indirect indicators are used instead of direct indicators or in addition to them. They are used in cases when the achievement of results (or failure) (i.e. changes in the observed object):

- cannot be fixed and measured directly, but only indirectly, such as quality of life, organizational development, etc;

- Can be directly measured, but the cost of such measurement would be unreasonably high;

- Can be measured only after a considerable lapse of time when the event / program is finished.

Quantitative and qualitative indicators

Quantitative (statistical) indicators – are indicators that are quantified and indicated by such formulations as the number, frequency, percentage, proportion, etc. Quantitative indicators can describe, for example, the following: the frequency of meetings and number of participants, the rate of economic growth, indicators of climate, productivity, price, etc.

Qualitative indicators (opinions, evaluation, perception and attitude) – are indicators that do not have quantitative expression and may be expressed by the following formulations: availability, compliance, quality, level, satisfaction, awareness and so on. Depending on the needs of the program, quality indicators can describe, for example, the attitude of stakeholders and consumers to a given fact, the level of their satisfaction, capacity for decision making and self-esteem, behavior change, and so on.

In practice it is desirable to maintain a balance between quantitative and qualitative indicators. It is important that stakeholders defined the indicators jointly at the stage of the program planning.

Indicators of process and outcomes of the program implementation

With the help of the **indicators of program implementation outcomes** it is possible to determine and estimate such issues as the introduced technology, printed and distributed training materials or growth of the household incomes, etc.

Indicators of program implementation process are usually qualitative and are designed to determine how technology was developed and implemented, how increase in income was achieved and who contributed to this.

Some of these indicators may be subjective and therefore end-users or participants of the event (project) may be asked to confirm or disprove the existence of a result. The source of information in such cases is also subjective.

Intermediate and final indicators. Inter-sectoral indicators

Intermediate indicators are established in order to determine the outcome in certain periods or stages of the program. So they actually serve as benchmarks or milestones for achieving the expected final results.

The process of policy advocacy involves a large number of government institutions and people from governments, organizations, and stakeholders, civil society and others. Important components of this process is the policy papers that summarize research and advisory activity that accompanies the entire process of advocate policy.

For example, in Public Policy Science two parts are differentiated - policy research and policy analysis. In each of these two areas specific documents are used where public policy research is stated (eg, as part of scientific research for publication as scientific papers in specialized journals), or the results of policy analysis - the specific work is done in preparation of project specific solution for a specific customer.

A comparative analysis of these two types of documents: research and policy analysis is presented in Table 1.

Table 1 Differences between the documents in the field of research and policy analysis

Fields of Differences	Analytical Document Type	
	Policy research	Policy analysis
Auditory	Other experts in public policy decisions	Decision makers / Politicians
Direction	Orientation on the problem: general advice and information on policy	Orientation on customer: design of the specific policies to be implemented in the

	issues	real world
Methodology	May contain much primary research	Sometimes covers primary research
Language	Purely academic	Clear and simple
Size	20000 max	5000 max

In the general description of the policy papers note that they are divided into documents for internal and external use. Classification of documents for internal and external use are given in Table 2

Table 2 Classification of policy papers

External Use	Internal Use
Program documents (applications, analytical reports, policy concepts)	Memorandum
Green book	Corporate policy paper
White book	Analytical paper of ministries / departments

Documents for external use are intended for discussion in the community (in terms of stakeholders) government proposals for future action.

Program documents – documents that help leaders to inform the public about the chosen course of action (the message the president to parliament, the cabinet action program).

Green Book is an informative document on a specific problem, which reflects the vision of the power of a certain problem, but does not contain specific measures and ways to solve it. Available to stakeholders involved in the consultation process.

White Book is a paper with specific proposals for future action, measures proposed relevant authority to resolve the problem. White Paper - results of further work on the Green Book; it brings authority to the public or stakeholder suggestions on how to solve the problem.

The documents are intended for indoor use to discuss future actions of the authorities, often contain projects future decisions / actions feasibility study their feasibility. Addressee is the government, suggesting the possibility of inspection by the public and stakeholders on their content.

Memorandum is designed to draw the attention of the existence of an actual problem and perhaps offer a variant of the solution.

Corporate policy paper is designed to provide the leaders with the analysis and acquaint with recommendations for most appropriate solutions to problems. (For example, a policy proposal - is prepared according to the regulations of Cabinet of Ministers).

Analytical paper of ministry – a document similar to the previous one, but the recipient is a certain ministry (department) responsible for the relevant policy direction.

The structure of a typical analytical instrument allows understanding the basic structural elements of analytical notes that may be encountered in a given variable form in different areas of work in government. A similar structure has “Memorandum of Cabinet of Ministers“, which was regulated for the preparation of analytical documents for the meetings of the Cabinet of Ministers in 2003-2005 according to the requirements of the Temporary Regulations of the Cabinet of Ministers of Ukraine (Cabinet of Ministers Regulation № 915, 05.06.2000)

The structure of a typical analytical document

1. Defining the problem / issue
 - 1.1. Formulation of the problem; customer analysis
 - 1.2. Symptoms of the problem situation
 - 1.3. The scale of the problem
 - 1.4. The novelty of the problem
 - 1.5. Brief Background
 - 1.6. The legal and institutional framework of the current implementation of the policy
 - 1.7. The urgency of addressing
2. Reasons for government intervention
3. Consultations (with stakeholders)
 - 3.1. Organized interest groups
 - 3.2. The concerned authorities
4. Modeling problems
 - 4.1. The purpose of the problem
 - 4.2. performance indicators
 - 4.3. Criteria for achieving the objectives
 - 4.4. Restrictions
5. Alternatives
 - 5.1. Option number 1 (the name of the option)
 - a) Option
 - b) The potential benefits of alternative
 - c) The potential disadvantages of alternative
6. Recommendations and Implementation
 - 6.1. Comparative Analysis
 - 6.2. Recommended option:
 - 6.3. Measures for implementation

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