

Valeriy Tertychka,



PUBLIC POLICY ANALYSIS: WHAT'S NEW IN TIME OF CRISIS

World crisis and Ukraine: time for thinking. At the beginning Ukrainian authorities contradicted the possibility of the Ukraine's emerge into world crisis (the crisis will pass, we will stay aside). That was complacency and arrogance. Thus, the time was lost to prepare an adequate reaction. That's why we were not able to apply necessary instruments. That is to say, behind the procedures of policy analysis, the chain of problems-objects-tools was broken. The results of the analysis of the crisis and possibility of necessary instruments of losses reduce using were not taken into consideration. Except the WB assistance, the internal efforts were helpless. The methods of policy analysis were ignored (i.e. decision making about the reorganization of the governing mechanism with the liquidation of government comities. Than it come back). The self-confidence of the authority is expensive (value) for Ukrainian society.

“Globalized thinking and localized actions” is a good motto, but too difficult task for implementation. Good governance and good government. Procedures of policy analysis are necessary component for good governance. The crisis time: test for good governance. Crisis is test for public policy procedures. Ukraine only developed the good governance. Why public policy procedures are not supporting good governance development in crisis time? Public policy procedures are not universal system. We need really thinking about environment influence.

How environment changed the public analysis methods in crisis time? 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.

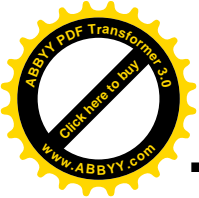
Domination of the authority as main policy actor demonstrates fast and short-term resulted actions, however does not contain full consideration of the outcomes, and influences policy. Besides that, other policy actors are ignored. Apparently the attraction of institutes of civil society to public policy-making 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?

Is world crisis influence to problem-solving for policy analysis? According to the cycle of policy analysis it is needed to put emphasis on the importance of the problem severance from the problem situation.

The problem for policy analysis is a result of analysis based on such components:

- *Sensation of the problem* (social disaffection, the aggravation of social indexes, new guidelines for social development defining ect. See [6, c. 316]). Analytic can verbally describe the sensation of the problem, while defining the field(s) of social life that need (s) to be improved (in details about the analytical sensation see [6, c. 395-403]).



The next step is

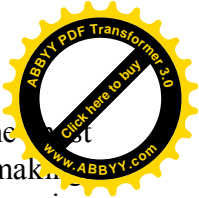
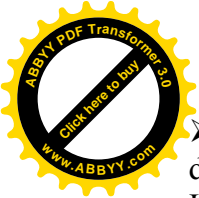
- *Problematic situation* (it is a system of events, indexes, problems, which are connected with each other in one or few fields of social life). Needs clear expression and description as a statement, hypothesis, tables, graphs, schemes, ect., which are not obligatory concern only the field of direct interests.
- *Problem searching* (problematic situation analysis). As a result of decomposition of the problematic situation and then synthesis in another combinations, usage of another methods of analysis, we can state
- *Metaproblem* (complex problem, which is not obligatory needs to be completely solved, but contain future “problem for policy”. As a rule, it is a complex of badly structures and difficult for solving problems from one or few fields of social life.
- *Problem defining* (severance from the metaproblem those problem or problems), which can be solved by the policy analysis to see the
- *Essencial problem* (which field of social life is influenced by this problem – economics, politics, social, education, health care, ect.). When the essential problem is defined, the analytic, using special to this problem methods, makes the
- *Specification of the problem*, to state finally the formal problem or the problem which is suitable for policy analysis, that is to say “situation, which creates anxiety in society and needs the reaction of authority” [6, c. 318], specified problems, which are expected to be solved in a result of policy realization, values, which need to be kept, or the opportunities that needs to be shown and realized.

The experience of module in policy analysis teaching in Academy and practice of public policy-making lets us to state that policy analysis (especially the first stage – problem defining) is studied better in a retroactive direction. As the belief, that only a good formulated problem is partially solved is based on the condition that a problem is the problem, when it can be directly solved (provide actions or the course of actions). As, *not any decision – no problem*. Otherwise, it is a problematic situation, similar to the collection of a few problems without correlation. Its analysis is made to confirm that one’s work is sufficient. Thus, it is necessary to formulate the problem directly to make it suitable for the analysis: the absence of the words oriented at the process (i.e. ways of reformation, improvement, optimization, ect.) in the problem definition and absence of sentence starting words like “How” or “Not”. It is hard to understand, for instance, such an expression “ways of optimization of the directions to reforms of public administration”.

Policy analysis studying in retroactive direction means the concentration of attention in the middle of the process: understanding of the problem, alternatives to the decision, decision making, implementation and evaluation at the end of each stage. According to the practice, when students used the retroactive direction, they showed the best results. Thus, the formulating of the problem becomes the final step (usually at the beginning the “working” name of the problem is formulated). Why it is so? What comes first – the problem or the solution? Why the way through the “back door” has a result, but the scheme remains the same? Maybe, the scheme should be revised or remain it the same? The question is in the mentality or in the problem formulating looks like more the end than the beginning of the analysis? That’s why, when the students start writing analytical paper, they fall in the endless search with shocking concentration on the laconism.

During the analysis of the problematic situation, the analytic or the policy maker can make the mistakes of three types, which can have a lasting impact on the effectiveness of the public policy:

- The first type – wrong frames of the problematic situation during the *problem searching*. Analytic can miss some aspects of the metaproblem (for example, political interests of main actors in politics). As a result, some reasons of existence or problem aggravation can occur;
- The second type – the wrong approaches are chosen when structuring the problem (wrong hierarchy of values, mistakes in problem conceptualualization). In this case, the future policy can be oriented, for instance, not at the social problem solving with the impact on the policy coherency, but on the achievement of political targets;



The third type – the solution to the wrong formulated problem. This mistake is the most dangerous for the analysis, because it has an influence on the whole future process of policy making. It leads to inadequate usage of money, creation of the wrong hierarchic system of policy managing and problem escalation.

Concerning institutional process to determine problems in public policy analysis, the influential policy actors are limited in their actions almost exclusively by public administration, that markedly reduces the efficiency of ongoing policies. Firstly, these suffer from this limitation: - Publicity of public policy. Public policy based on social values and expresses the interests of the nation, its remote areas, sectors or regions, social, groups, and for its success, the voluntary support of all stakeholders of this policy, and all this has to be presented by position, interests and values of the state leaders.

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?

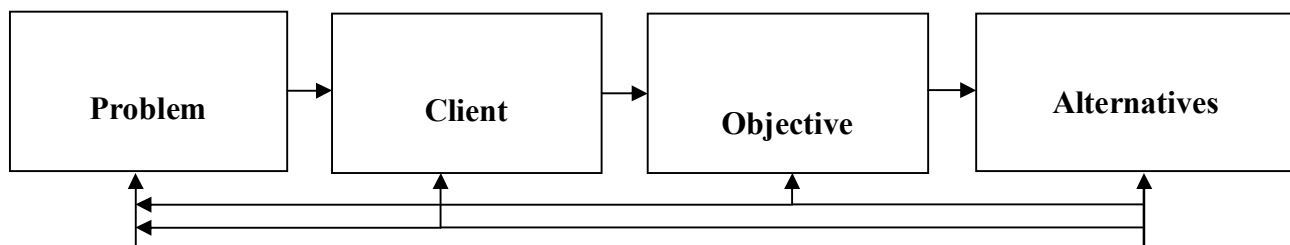
The importance of attention to the problem determining is caused by necessity to focus on the correct development of measures to implement policies based on the provisions that the problem formulation, suitable for policy analysis considerably politicized, i.e., in the words. And the question remains: does the state government chooses only those issues that it is going to solve, not the ones that need to be resolved objectively, or at least consideration.

When asked how to start a rational, pragmatic policy approach, that involves firstly determining policy and resource support and then a particular purpose. Of course this process is connected, but the priority remains how to achieve goals. That target may be as promising as far remote enough money for its achievement. This link provides resources and policy analysis purposes. Of course, it is quite unrepresentative (in terms of attractiveness) process focused exclusively on this calculation procedure, and not demonstrating beautiful slogans on social development.

Are there new approaches to the formulation of policy alternatives in crisis time? To correctly identify policy alternatives means to describe different approaches to solving the problem, not a description of several activities together is one approach. That is, in policy analysis alternatives - is mutually exclusive approaches to the problem. If one option is chosen, the rest are discarded. Sometimes novice analysts mistakenly consider a number of measures that should be taken to complete a certain direction of action, as some options to resolve the problem.

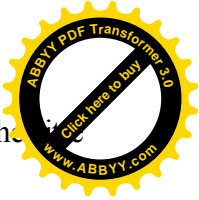
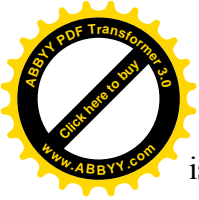
Another typical error in the formulation of policy alternatives - inconsistency with the wording of the proposed options issue that must be resolved through them. To prevent this error should try to answer this question: namely which problem will be solved, if this will be implemented? If the option is correctly formulated, then the answer should match the wording of the problem. Moreover, the answers to all alternatives are consistent with each other and with the formulation of the problem. If inconsistent answers, this is the first sign of error - when the proposed options to solve only some aspects of the problem, i.e. they are actions, not alternatives.

It is important to follow "chain" of policy analysis:



Another important characteristic of the set of correct alternatives - their commensurableness. Alternatives should have at least one common basis for comparison, for example, the same amount of money required to implement each of the alternatives, or achieving the same end result for all alternatives.

Descriptions of each alternative must begin with its title and contain the following information:



- The main policy measures to implement option (if not the name, because sometimes the is enough to determine the actions envisaged by this option);
- The potential benefits of policy options, assessing the performance of policies (or benefits - if possible monetary evaluation);
- Potential drawbacks policy options; possible losses for society as a whole or for individual stakeholder assessment costs resources to policy, if possible, estimate costs - monetary assessment of losses and expenses for public resources.

The necessity of preparing alternative policy options for solving the problems described in several regulatory legal documents of the Ukrainian government (See, [7, 8, 9]).

1) The effectiveness of policy options is determined by comparing the results of positive policies (or their monetary value - benefits) with a total estimated cost resources, potential losses and adverse effects of policy (or the monetary value of all these elements is called generalized called expenses).

If this assessment is difficult to make, you can limit the definition of relative performance option - that is, performance compared to other alternatives. This, most simple way that provides a qualitative assessment.

Is it enough? How else can policy alternatives be compared? Is the five universal criteria (effectiveness, efficiency, equity, administrative and political feasibility) for comparison of alternatives?

It is necessary to balance the advantages and disadvantages of each alternative and range this ratio. The alternative with the highest ratio receives relatively high score (highest rating), and from the worst ratio - a lower score (rating). These estimates are put in contrary, relative to that line "efficiency" table when preparing recommendations for best actor.

Special place in the list of criteria are administrative and political feasibility. Since they are in specific place of that list, they allow to take into account constraints in the implementation of existing policy.

Also be aware that in some cases some of the system of five criteria can not be appropriate given the specific problem, and sometimes, conversely, should develop new, additional criteria.

An important point: alternative, which is the best policy options and choice for its implementation. That alternative analyst recommendation and decision on the selection of alternatives for implementation. The notion of responsibility for choice in crisis time is of particular relevance and importance.

Evaluation of output, outcome and impact in policy analysis: what're relevant indicators? In Ukraine, intensification occurs periodically restructuring large number of programs in the state target programs. The question now is the evaluation of programs relevant to our government.

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?

Policy science is a perspective field. Will the crisis have impact on the development of Policy science in Ukraine? Conceptions, methods and methodology, country science traditional. Applied science?

JPSPM.