

Dubai Government

# Policy Making Guide

Version 1

30 June 2006

*Under Review*

## Foreword

This guide is designed for people working in Dubai Govt Departments. It explains what policy making is, why it is important and how it fits together with strategic planning and performance management. The main body of this guide goes step by step through the process of making new policy, including managing stakeholders. This guide is based on good practices from various countries. It provides guidance and is not mandatory.

## Acknowledgements

We are grateful for permission to use extracts from the Strategy Survival Guide produced by the UK Government Strategy Unit.

## How to use this guide

This guide should be used in conjunction with its sister guides on strategic planning and on performance management. In some cases reference is made in this guide to more detailed explanations in the other two guides. The three processes of strategic planning, policy making and performance management together make up a unified framework for setting and delivering aims and objectives for Dubai, as shown below.

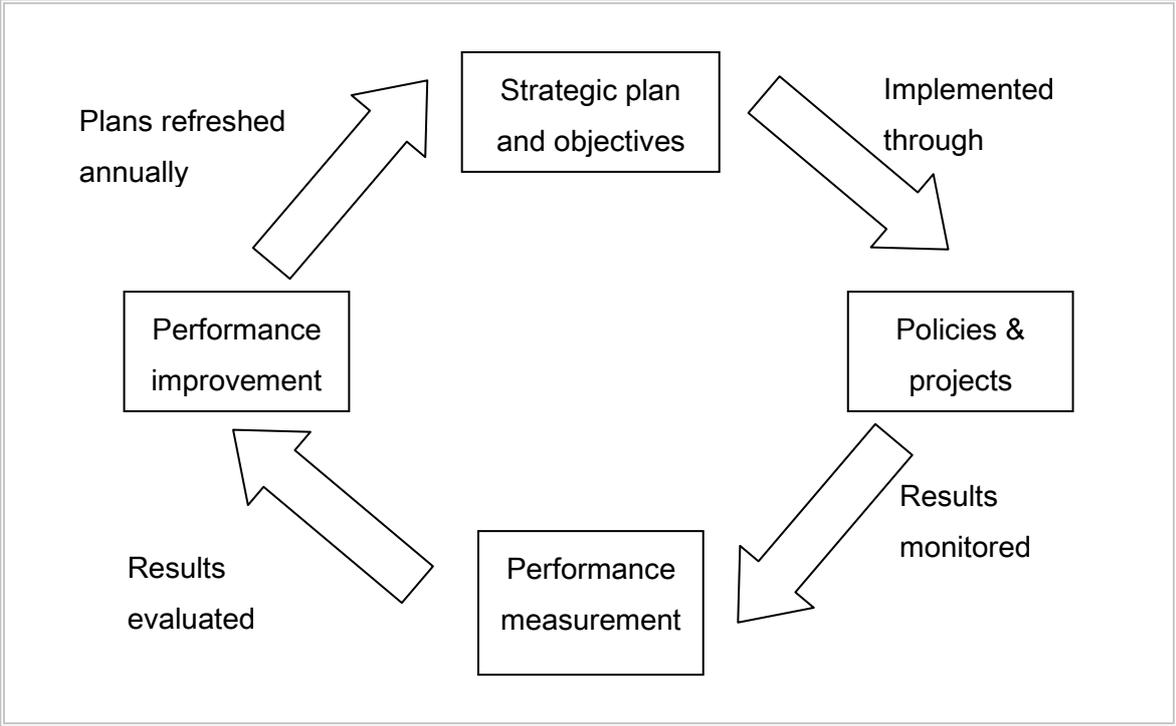


Figure 1 - The processes of strategic planning, policy making and performance management

## Feedback

The strategic planning, performance management and policy guides will continue to be updated and improved. If you have any comments or suggestions for improving the guides, or would like to receive the most up to date versions, please email the Policy & Strategy Department on [policy.strategy@TEC.ae](mailto:policy.strategy@TEC.ae) or telephone: 04-330 4444.

The Policy & Strategy Department are dedicated to fulfilling The Executive Council remit to work with Departments to promote strategic thinking and improve policy making. They are responsible for the management guides.

## GLOSSARY

|                                   |  |
|-----------------------------------|--|
| Agenda risk                       | A risk inherent in carrying out the Department's responsibilities when they are inherently contradictory (c.f. environment risk, organisational risk, people risk)   |
| Aims                              | Outcomes needed to bring about the desired future described in a vision (c.f. objectives)  |
| Benchmarking                      | The process of comparing practices and performance levels within the Department, or with other departments or other cities / states, to gain new insights and to identify opportunities for making performance improvement |
| Budget                            | A document that sets out the anticipated costs of delivering a policy, project or programme  |
| Critical success factor           | Something that must go well if the Department is to achieve its mission, vision, aims and objectives   |
| Delivery Agency                   | The organisation which delivers products or services to the public - may be the same as the Department (c.f. Policy Authority)   |
| Department                        | A Government Department in Dubai   |
| Environmental risk                | A risk arising from the operating environment of the Department which impacts on the delivery of service (c.f. agenda risk, organisational risk, people risk)  |
| Evaluation                        | The periodic review of the performance of the Department and in-depth analysis of what can be done to improve performance (c.f. monitoring)  |
| Key performance indicator         | A quantifiable strategic performance measure of an activity, output or outcome that is critical to the success of the Department   |
| Mission                           | The core purpose for the organisation's existence, i.e. what it is here to do  |
| Monitoring                        | The regular on-going review of the performance of the Department, identifying problems and rectifying them (c.f. evaluation)   |
| Objectives                        | Those things that need to be achieved in order to achieve the aims of the Department   |
| Operational performance indicator | A quantifiable operational performance measure that is cascaded down from a key performance indicator  |

|                        |  |
|------------------------|--|
| Operational planning   | The preparation of annual plans that show which activities, projects and programmes will be implemented in the coming year (c.f. strategic planning)   |
| Organisational risk    | A risk arising from the way the Department is organised (c.f. agenda risk, environment risk, people risk)  |
| Outcome                | The end result of what a Department does; the impact of providing the products and services of the Department  |
| Output                 | The direct result of what a Department does, for example a product that is delivered or a service that is provided   |
| People risk            | A risk arising from individual staff or collective workforce actions which impact on the achievement of the objectives of the Department (c.f. agenda risk, environment risk, organisational risk) |
| Performance management | A practice by which organisations define, monitor and evaluate their performance with the end goal of improving their performance  |
| PESTLE                 | Trends: Political, Economic, Social, Technological, Legal and Environmental  |
| Policy                 | The translation of Government's political priorities and principles into a co-ordinated set of activities, projects and programmes to bring about a desired change                                 |
| Policy Authority       | The organisation which sets policy and oversees the delivery of products and services to the public - may be the same as the Department (c.f. Delivery Agency)                                     |
| Programme              | A group of projects which are connected and contribute to achieving the same aim or objective  |
| Project                | A set of actions that are implemented to achieve a specified benefit or objective  |
| Risk                   | Anything which might prevent the achievement of objectives or aims   |
| SMART                  | Specific, Measurable, Achievable, Relevant and Time-bound – usually applied to a key performance indicator   |
| Stakeholders           | All those groups who are affected by the work of the Department, e.g. customers, suppliers, strategic partners, staff etc  |
| Strategy               | An overall framework setting out direction and desired long term aims and objectives   |
| Strategic aim          | An aim set out in the strategic plan   |
| Strategic objective    | An objective set out in the strategic plan   |

|                    |  |
|--------------------|--|
| Strategic partners | Other organisations with which the Department will work to achieve its strategic aims and objectives   |
| Strategic planning | A process for defining aims, objectives and targets, in the light of the internal and external environment of the Department; and for determining how resources and staff will be deployed on projects and programmes over the next 3 to 5 years to achieve these aims, objectives and targets (c.f. operational planning) |
| SWOT               | Strengths, Weaknesses, Opportunities and Threats – usually applied to analyse the internal and external environment facing the Department  |
| Target             | A planned level of performance   |
| Value              | A standard of behaviour or a quality considered worthwhile or desirable  |
| Vision             | An image of the desired future state of the Department   |

## ACRONYMS

|        |  |
|--------|--|
| CBA    | Cost Benefit Analysis  |
| CEA    | Cost Effective Analysis  |
| CIDA   | Canadian International Development Agency  |
| CoE    | Council of Europe  |
| CSF    | Critical Success Factor  |
| DGEP   | Dubai Government Excellence Programme  |
| DSP    | Dubai Strategic Plan   |
| EC     | Executive Council  |
| GoF    | Government of the Future   |
| HR     | Human Resources  |
| IT     | Information Technology   |
| KPI    | Key Performance Indicator  |
| MA     | (Simple) Moving Averages   |
| MoJ    | Ministry of Justice  |
| MoU    | Memorandum of Understanding  |
| NAO    | National Audit Office  |
| NGO    | Non Government Organisation  |
| OECD   | Organisation for Economic Co-operation and Development   |
| OPI    | Operational Performance Indicator  |
| OSCE   | Organisation for Security and Cooperation in Europe  |
| PESTLE | Political, Economic, Social, Technological, Legal & Environmental                              |
| SMART  | Specific, Measurable, Achievable, Relevant & Time bound  |
| SMT    | Senior Management Team   |
| SPPMU  | Strategic Planning and Performance Management unit   |
| SSAJP  | Security, Safety and Access to Justice Programme (UK Department for International Development) |

|      |  |
|------|--|
| SWOT | Strengths, Weaknesses, Opportunities and Threats |
| TEC  | The Executive Council                            |
| TOR  | Terms of Reference                               |
| UAE  | United Arab Emirates                             |
| UK   | United Kingdom                                   |
| UN   | United Nations                                   |
| VFM  | Value for Money                                  |

## TABLE OF CONTENTS

|  |           |
|--|-----------|
| <b>INTRODUCTION TO POLICY</b> .....            | <b>1</b>  |
| <b>PHASE 1 – SET UP</b> .....                  | <b>15</b> |
| 1.1 Introduction .....                         | 15        |
| 1.2 Scoping the project .....                  | 17        |
| 1.3 Identifying the issues.....                | 17        |
| 1.4 Stakeholder analysis .....                 | 18        |
| 1.5 Setting up the project team .....          | 19        |
| 1.6 Project governance .....                   | 20        |
| 1.7 Planning the project .....                 | 22        |
| 1.8 Checklist .....                            | 23        |
| <b>PHASE 2 – RESEARCH &amp; ANALYSIS</b> ..... | <b>24</b> |
| 2.1 Introduction .....                         | 24        |
| 2.2 Understanding the context .....            | 25        |
| 2.3 Building an evidence base .....            | 26        |
| 2.4 Analysing data .....                       | 28        |
| 2.5 Knowledge Management .....                 | 29        |
| 2.6 Checklist .....                            | 30        |
| <b>PHASE 3 – OPTIONS</b> .....                 | <b>31</b> |
| 3.1 Introduction .....                         | 31        |
| 3.2 Defining aims .....                        | 32        |
| 3.3 Generating options.....                    | 33        |
| 3.4 Assessing options .....                    | 34        |
| 3.5 Making recommendations .....               | 36        |
| 3.6 Checklist .....                            | 37        |
| <b>PHASE 4 – IMPLEMENTATION PLANNING</b> ..... | <b>38</b> |
| 4.1 Introduction .....                         | 38        |
| 4.2 Trajectories and plans.....                | 39        |
| 4.3 Change management.....                     | 41        |
| 4.4 Communication .....                        | 43        |
| 4.5 Risk management .....                      | 43        |
| 4.6 Monitoring and evaluation .....            | 43        |

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|  |                                     |           |
|--|-------------------------------------|-----------|
| 4.7  | Checklist .....                     | 45        |
| <b>PHASE 5 –</b>   | <b>STAKEHOLDER MANAGEMENT .....</b> | <b>46</b> |
| 5.1  | Introduction .....                  | 47        |
| 5.2  | Stakeholder mapping .....           | 47        |
| 5.3  | Communication .....                 | 48        |
| 5.4  | Consultation .....                  | 50        |
| 5.5  | Checklist .....                     | 52        |
| <b>Annex 1 – PHASE 1 – SET UP .....</b>                        |                                     | <b>54</b> |
| <b>Annex 2 - PHASE 2 – RESEARCH &amp; ANALYSIS.....</b>        |                                     | <b>60</b> |
| <b>Annex 3 – PHASE 3 – OPTIONS .....</b>                       |                                     | <b>69</b> |
| <b>Annex 4 – PHASE 4 – IMPLEMENTATION &amp; PLANNING .....</b> |                                     | <b>76</b> |
| <b>Annex 5 – PHASE 5 – STAKEHOLDER MANAGEMENT .....</b>        |                                     | <b>77</b> |

## TABLES, FIGURES & BOXES

|   |    |
|---|----|
| Table 1 – Example strategic objectives and policies .....                                     | 4  |
| Table 2 – Summary of each phase of a policy project .....                                     | 11 |
| Table 3 - Typical elements for each phase of a policy project.....                            | 14 |
| Table 4 - Example policy levers .....   | 33 |
| Table 5 - Example policy option assessment matrix .....                                       | 36 |
| Table 6 - Stakeholder management illustration.....  | 46 |
| Table 8 - The audiences, messages, media and timing .....                                     | 79 |
| <hr/>   |    |
| Figure 1 - The processes of strategic planning, policy making and performance management..... | ii |
| Figure 2 - The relationship between policy and strategy .....                                 | 2  |
| Figure 3 – The need for new policy .....  | 5  |
| Figure 4 - The policy making process .....  | 9  |
| Figure 5 - The policy making process step by step .....                                       | 10 |
| Figure 6 - Stakeholder analysis .....   | 18 |
| Figure 7 - Project governance structure.....  | 21 |
| Figure 8 - The research & analysis phase has to answer two questions .....                    | 25 |
| Figure 9 - Assessing policy options .....   | 34 |
| Figure 10 – Example of trajectories - offences brought to justice.....                        | 40 |
| Figure 11 - Reducing traffic congestion in Dubai .....  | 54 |
| Figure 12 – Example influence diagram .....   | 61 |
| <hr/>   |    |
| Box 1 - Phase 1 Checklist – Set up .....  | 23 |
| Box 2 - Phase 2 Checklist – Research & analysis .....   | 30 |
| Box 3 - Phase 3 Checklist - Options .....   | 37 |
| Box 4 - Phase 4 Checklist – Implementation planning .....                                     | 45 |
| Box 5 - Suitable methods of communication.....  | 51 |
| Box 6 - Example costs of poor stakeholder management.....                                     | 51 |
| Box 7 – Phase 5 Checklist - Stakeholder management .....                                      | 52 |
| Box 8 - Project plan headings.....  | 54 |

## INTRODUCTION TO POLICY

### 0.1 What is policy?

Policy is the translation of Government's priorities and principles into a co-ordinated series of actions to deliver desired changes. Policy making is about deciding the best mix of activities, projects and programmes to achieve a strategic objective or aim.

As a rule, the best government policies are:

- Clear about objectives, relative priorities and trade-offs
- Customer-focused, based on the needs and convenience of the consumers - rather than the producers - of public services
- 'Joined up' that is, take account of other related policies and objectives to avoid duplication or contradiction between different arms of government
- Underpinned by a rich understanding of causes, trends, opportunities and threats
- Based on a realistic understanding of the effectiveness of different policy instruments and the capacities of institutions to deliver the desired results
- Creative - designing and discovering new possibilities
- Designed with effective feedback mechanisms to enable adaptation in the light of experience
- Developed with, and communicated effectively to, all those with a stake in the policy or involved in its implementation

### 0.2 What is the relationship between strategy and policy?

The terms strategy and policy are used in many different ways, and sometimes interchangeably. For the purposes of this guide, the following definitions are used:

- **Strategy** formulation is the overall process of deciding where we want to get to, setting guiding principles and a vision of the desired future, and determining broadly how we are going to get there. A strategy provides a context and gives coherence to individual policies.
- **Strategic planning** is a process for defining aims, objectives and targets, in the light of the internal and external environment, and for determining how resources and staff will be deployed to achieve them.

- **Policy** provides the detail about how the specific actions of different players will be co-ordinated to deliver strategic objectives and aims. Often a number of different policies will need to be implemented together to achieve a particular strategic objective or aim.
- As policy is implemented, its impact will be monitored and evaluated, and through **performance management** the results will be reflected back in management decisions to adjust policy or plans and improve future performance.

The relationship between policy and strategy is shown in the diagram below.

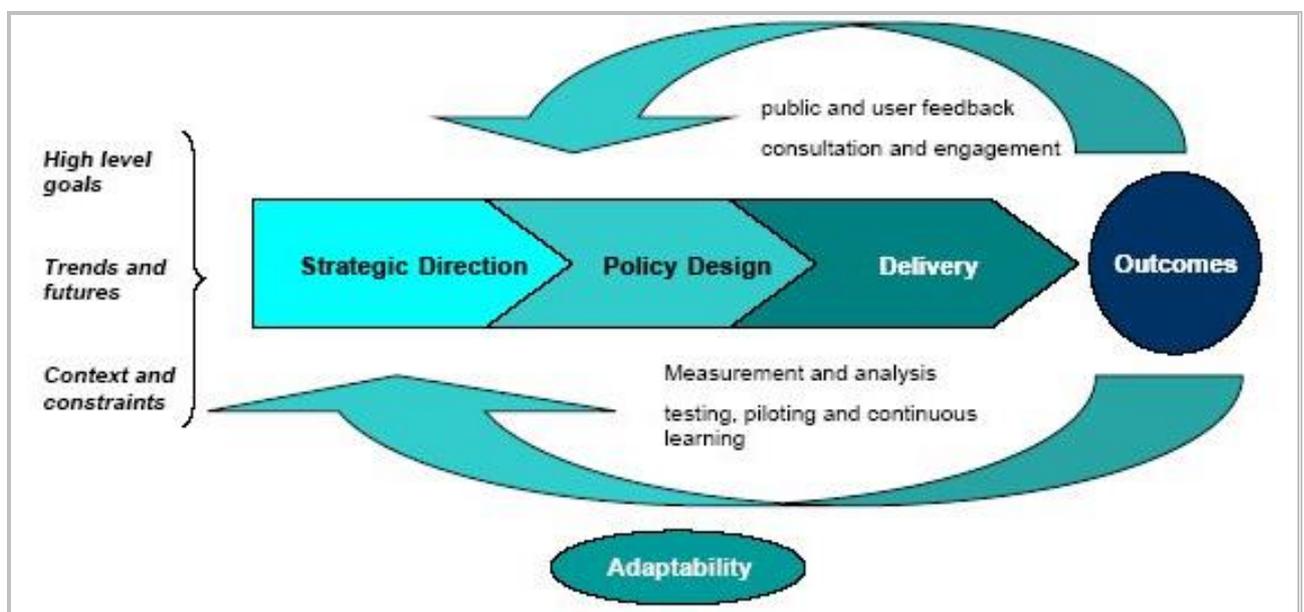


Figure 2 - The relationship between policy and strategy

Policy making is concerned with selecting the most suitable policy 'levers' for achieving a given objective and determining how these will be made to work in practice. Policies should be developed within the framework of a longer-term strategy, taking into account the practicalities of implementation and also the need for co-ordination to ensure that different policies are not contradictory, but work together to deliver strategic aims.

The links between mission/vision, strategic objectives and policies is shown in the table on the next page. This example is from the UK Home Office Strategic Plan 2004-08.

The overall mission of that Government Department is to 'Build a safe, just and tolerant society'. From this overarching vision, 5 strategic objectives have been developed. Each of

these strategic objectives has a large number of policies designed to help achieve it. Some examples of the policies are included in the table. The development of mission, vision and strategic objectives is covered in depth in the sister guide on Strategic Planning.

| <p style="text-align: center;"><b>Overall mission</b><br/><i>Building a safe, just and tolerant society</i></p>  |  |  |   |   |
|--|--|--|---|---|
| <p><b>strategic objective 1</b><br/>People are, and feel, more secure in their homes and daily lives</p>   | <p><b>strategic objective 2</b><br/>More offenders are caught, punished and stop offending and victims are better supported</p>  | <p><b>strategic objective 3</b><br/>Fewer people’s lives are ruined by drugs and alcohol</p>                       | <p><b>strategic objective 4</b><br/>Migration is managed to benefit the UK while preventing abuse of immigration laws and of the asylum system</p>  | <p><b>strategic objective 5</b><br/>Citizens, communities and the voluntary sector are more fully engaged in tackling social problems and there is more equality of opportunity and respect for people of all races and religions</p>     |
| <p><b>EXAMPLE policies, on:</b></p> <ul style="list-style-type: none"> <li>○ new children’s centres</li> <li>○ neighbourhood policing</li> <li>○ antisocial behaviour</li> <li>○ anti-terrorism</li> </ul> | <p><b>EXAMPLE policies, on:</b></p> <ul style="list-style-type: none"> <li>○ electronic tagging of offenders</li> <li>○ joined up IT in the criminal justice system</li> </ul> | <p><b>EXAMPLE policies, on:</b></p> <ul style="list-style-type: none"> <li>○ drug testing and treatment</li> </ul> | <p><b>EXAMPLE policies, on:</b></p> <ul style="list-style-type: none"> <li>○ entry clearance overseas</li> <li>○ tightening border controls</li> <li>○ identity cards</li> <li>○ integration of new immigrants</li> </ul> | <p><b>EXAMPLE policies, on:</b></p> <ul style="list-style-type: none"> <li>○ active communities</li> <li>○ race equality and cohesion</li> <li>○ charity law</li> <li>○ outlawing discrimination on grounds of religion or age</li> </ul> |

**Table 1 – Example strategic objectives and policies**

### 0.3 Why do we need policy?

It could be argued that strategic planning, if done comprehensively, is sufficient for a government such as Dubai's to deliver its objectives and aims. But this is a mistake. It is simply not practical to develop *all* the policies that will be necessary to implement a strategic plan as part of the annual planning process. Policies need to be developed, communicated, implemented and adjusted in an ongoing process, not just through the annual planning cycle.

New policies may need to be developed in response to a number of different factors, such as:

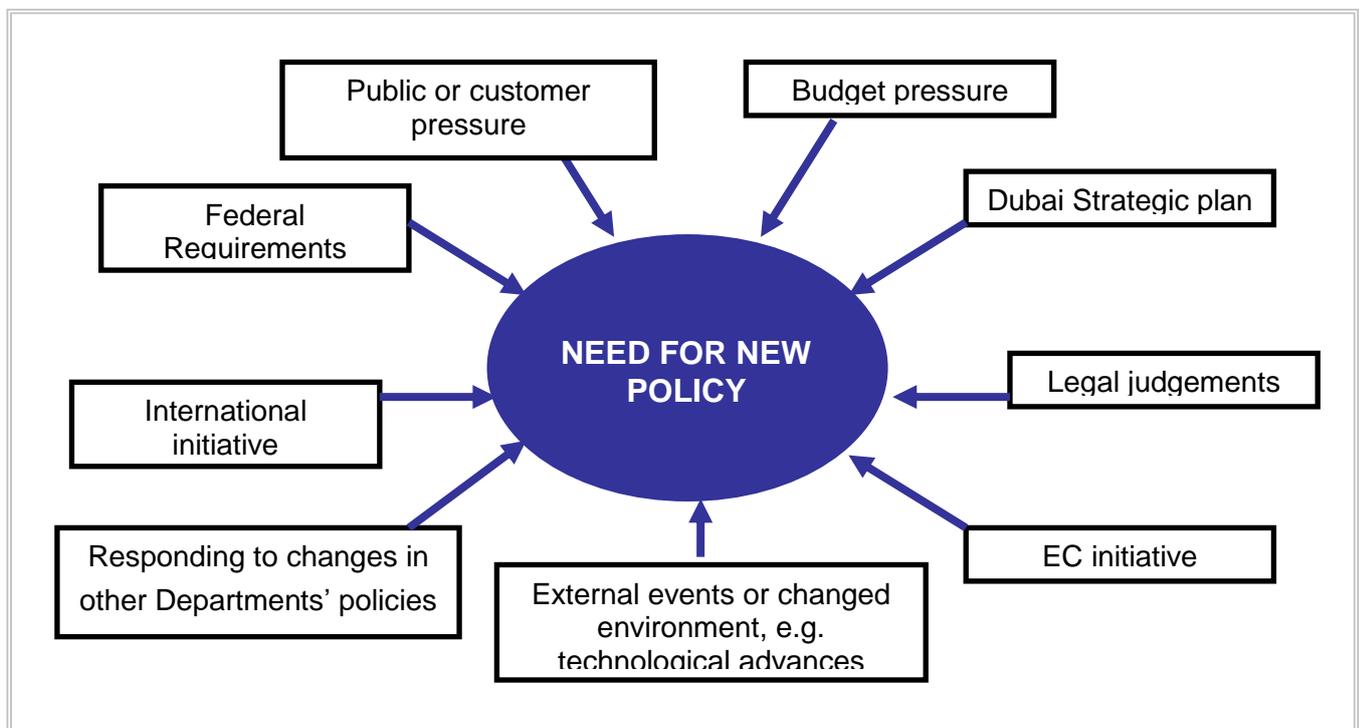


Figure 3 – The need for new policy

As well as the need to develop new policies in response to external triggers, Departments have a responsibility to explain their existing policies to the public and the media and to respond to public concerns or questions. This ongoing process of communication and assessing customer and stakeholder views is part of the policy process and policy makers within government should see their jobs as not just about proposing policy ideas, but seeing

them through to results on the ground. This may include adjusting policies in the light of experience to ensure their original objectives are realised.

Having a permanent policy making capacity in Departments means that Dubai will be able to:

- Analyse and understand the options for achieving different strategic objectives and aims;
- Ensure that policies, once agreed, are reflected in strategic and operational plans;
- respond to changes in the environment, adapting and adopting new approaches;
- communicate the principles and priorities which underlie its actions, thus gaining credibility internationally and ensuring transparency and accountability to the residents and citizens of Dubai; and
- co-ordinate activities, projects and programmes better between and within Departments.

#### 0.4 Policy framework in Dubai

Policies are ways of achieving the objectives and aims which are defined in strategic plans. The framework now adopted in Dubai establishes a hierarchy of strategic plans and institutions responsible for developing, refreshing and implementing those strategies.

Four new Sector Committees have been established to support the Executive Council (EC), each responsible for a major area of government business. These Committees [will develop/have developed and adopted] Sector Strategies. The Committees will improve co-ordination as Departments will work collaboratively to develop and implement the necessary policies, projects and programmes to implement the Sector Strategies for:

- Economy and Trade
- Social Development
- Safety, Security and Justice
- Infrastructure, Land and Environment

#### 0.5 Improving policy making in Dubai

There are three issues which are being addressed to improve policy making in Dubai.

First, the culture of government organisations is changing, with increasing recognition of the need to analyse policy questions, make convincing policy recommendations and communicate the government's principles and policies. In the past the culture of organisations was purely operational, with reputations being built on the ability to design and deliver projects and programmes. This operational culture was excellent for getting things done. But now there is more emphasis on ensuring that the policies determining government action are based on a proper assessment of the costs and benefits of different options. By making explicit the policies and principles guiding government action there will be greater understanding of and confidence in government from external stakeholders. It will also maximise efficiency within government by ensuring that conflicting or duplicating activities are not pursued by different parts of government that are unaware of the overarching objectives and principles that should guide their work.

A second way in which Dubai is improving is by altering the spirit of competition that can exist between different parts of government. Competition can be a powerful incentive to deliver better results, but if there is not also co-ordination and collaboration, time and money can be wasted in duplication and, at worse, conflicting solutions being adopted. Many of the services that government provides (for example efficient transport networks) and the institutions it operates (for example courts and prisons) rely for their effective operation on a number of different agencies each contributing a part of the process – just like the supply chain by which goods are produced in the private sector. If any part of this 'supply chain' is not aligned or if links in the chain are weak then performance will suffer as a result. Good policy making that is 'joined up' between different Departments will ensure a shared vision and co-ordinated actions and so lead to better services. Sector Committees will greatly strengthen collaboration and co-operation between Departments, ensuring 'joined up' policy.

A final improvement to effective policy making in Dubai is in the collection and use of data on the basis of which to analyse problems, examine options and arrive at robust solutions. In the past, sometimes data or plans in one part of the government were not shared with others who needed that information or who would be affected by the plans. The institutional changes outlined above will help to remedy this problem, as will the establishment of an independent statistics function for Dubai. The Executive Council (TEC) will also take on a new function of devising and circulating every year a set of common planning assumptions – covering for example expected population growth and macroeconomic indicators – which will ensure that all Departments are planning and making policy on the same assumptions.

## 0.6 Communicating policies

The Government of Dubai has no tradition of openly communicating its policies. In the past there was very little distinction between the government (public sector) and private companies owned and operated by senior members of the government. Thus there were strong commercial reasons for keeping the operating policies, budgets and plans of different government entities confidential. But this is now changing.

Dubai's Government will remain exceptionally commercial and dynamic. But Dubai is moving onto the world stage and increasingly judging itself and being judged by internationally accepted standards of good governance, including transparency and accountability for its actions. This means that policies will increasingly need to be made explicit and communicated to the public.

Where policies concern the delivery of public services – such as health, education, policing, transport, etc – it is right that the public should be aware of those policies and have an opportunity to influence them. Public debate around the objectives of public policy and the best means of achieving those objectives has a number of advantages:

- It may enable government to try new ideas that would not have arisen without public debate
- It will provide greater legitimacy for the solution adopted (this is particularly important in a state like Dubai where democratic elections cannot be used to justify government's actions)
- It will foster a greater sense of responsibility and produce a better-informed public, who will be more likely to understand the difficult trade-offs and compromises necessary in public policy and less likely to demand the impossible
- If there is any opposition to the government's proposals, public consultation will make explicit the reasons for this, so that if necessary policies can be modified or phased to accommodate objections

Setting the expectation that policies will be communicated to the outside world also brings advantages internally. First, policy will be developed to a higher standard, and different options explored more rigorously, if policy makers inside government expect their work to be subjected to public scrutiny. Second, it is not possible (or desirable) when implementing a

new policy to provide guidelines that are so detailed that they specify *exactly* how that policy should be interpreted in every conceivable case. There are always instances where judgement must be applied. Rather than try to specify how the policy should be applied in every case, a Policy Department should publish the principles and objectives behind that policy and allow professionals to use this information to make judgements on how to implement a new policy in individual cases. So communicating policy objectives and principles will help ensure the policy is implemented consistently and in a way likely to deliver its objectives.

### 0.7 The Policy making process – how does it all fit together?

**Policy** is the means by which the aims and objectives set in **strategic plans** are realised. **Performance management** is the way by which policy implementation is monitored and evaluated to feed back into **strategic planning** and thus into further policy formulation.

A simple diagrammatic presentation of linkages is shown below.

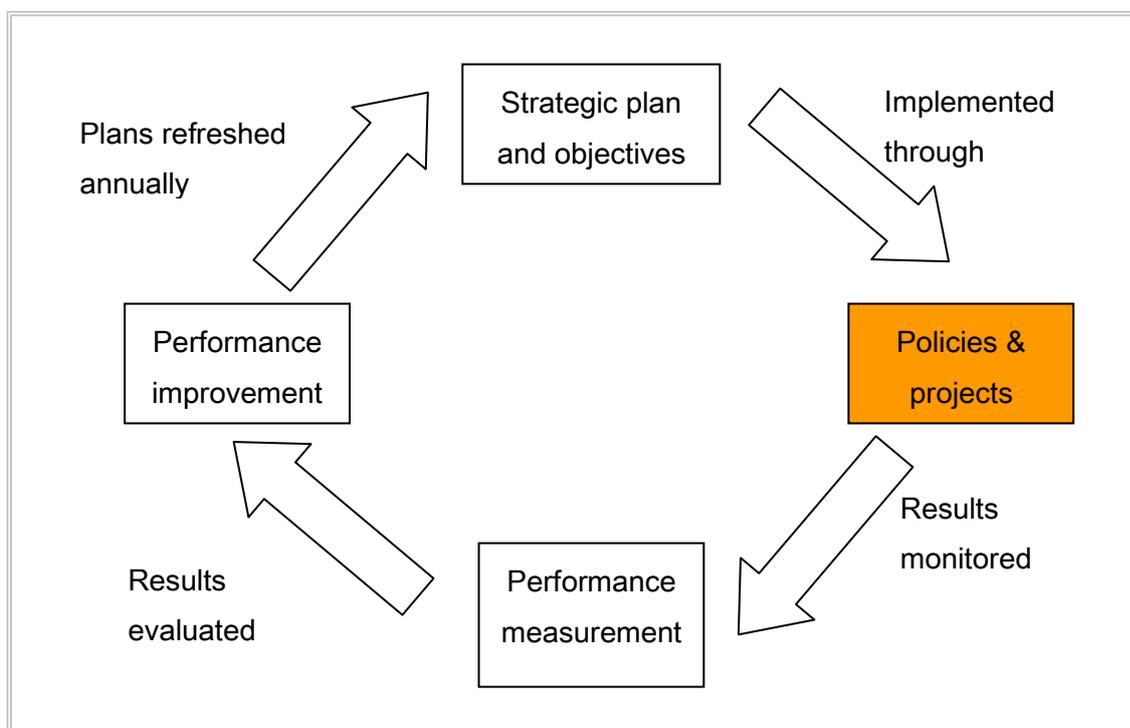


Figure 4 - The policy making process

## 0.8 The Policy making process – step by step

Making new policy involves answering four key questions:

- *Where are we now?* (What's the current problem? Its causes? Its impact?)
- *Where do we want to be?* (What are our objectives? What benchmarks are there?)
- *How will we get there?* (What options are there? How will we implement the agreed solution? Who do we need to work with?)
- *How will we know when we have got there?* (How do we measure success?)

A policy project can be divided into five phases:

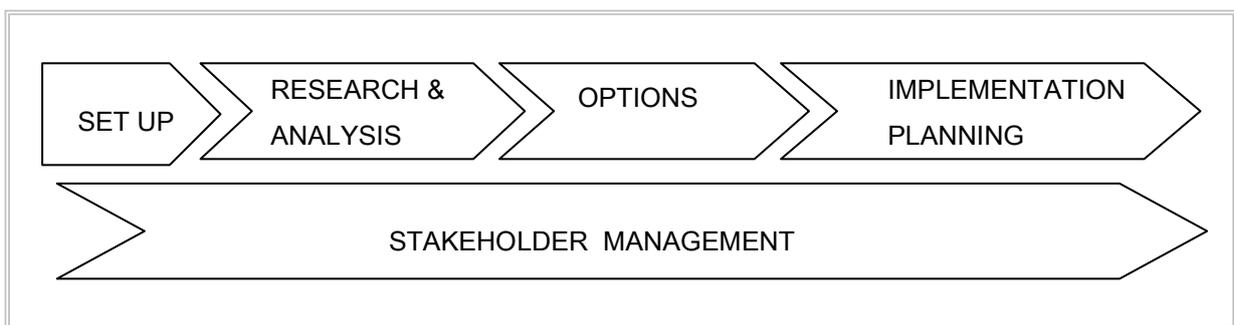


Figure 5 - The policy making process step by step

But the process is not always a simple, linear one. Sometimes a phase may need to be repeated or phases may run concurrently. Stakeholder management needs to be thought about and done throughout the policy making process and there needs to be a feedback loop from implementation – through performance management - to further policy making and to strategic planning.

Each phase of a policy project provides answers which are ultimately put together to produce a workable plan to implement a new policy, for the benefit of Dubai.

|   |  |
|---|--|
| <b>WHERE ARE WE NOW?</b>                        | <b>Set up:</b> involves deciding the scope of the project, agreeing what problem is to be solved or what opportunity to be investigated. In this phase it will be agreed with the project sponsor <i>what</i> is to be done and <i>how</i> .   |
| <b>WHERE DO WE WANT TO BE?</b>                  | <b>Research &amp; analysis:</b> this phase involves understanding the strategic context and empirical facts around the issue you are examining. It requires you to understand trends and drivers, so you can see not only the size and shape of the problem but understand what is causing it and what might be possible solutions.  |
| <b>HOW WILL WE GET THERE?</b>                   | <b>Options:</b> This phase involves identifying and assessing options to produce one or more recommended actions   |
| <b>HOW WILL WE KNOW WHEN WE HAVE GOT THERE?</b> | <p><b>Implementation planning:</b> this involves planning the implementation of the agreed options. The plan should include resources and timescales; risk management; communication and <b>monitoring &amp; evaluation</b><sup>1</sup>. Monitoring is necessary to assess the policy's impact rapidly so your approach can be modified if necessary in the light of experience. Longer term evaluation will enable you to judge the success or otherwise of the policy in delivering its objectives to inform future policy-making and future strategic planning.</p> <p><b>Stakeholder management:</b> with experts, users and possibly the public will help you to gather relevant data, test the workability of possible solutions, make realistic implementation plans and mobilise support for your recommendations.</p> |

Table 2 – Summary of each phase of a policy project

The table below shows the typical tasks for each phase of a policy project, together with the skills required and useful tools and templates provided in this guide.

<sup>1</sup> Monitoring and evaluation is covered in detail in the guide on Performance Management

The remainder of this guide goes through each phase in turn, explaining its normal duration, which stakeholders to involve and how to do each phase. In the annexes additional tools are explained, together with examples and templates.

|                                | 1. Set up   | 2. Research & analysis  | 3. Options   | 4. Implementation planning  | 5. Stakeholder management  |
|--------------------------------|---|---|--|---|--|
| <b>DURATION</b>                | 2-4 weeks   | 2-12 weeks  | 2-4 weeks  | 2-4 weeks   | throughout project   |
| <b>STAKEHOLDER INVOLVEMENT</b> | Primarily with project sponsor and government Departments that will be involved in the project  | Depending on urgency and sensitivity. Possibly <ul style="list-style-type: none"> <li>Customers, public</li> <li>Delivery agencies</li> <li>Experts and NGOs</li> <li>Departments</li> </ul>    | Primarily for project team, but might consult operational experts to understand implications of different options  | Primarily for project team, but important to consult operational experts as necessary to produce practical and deliverable plans  | Different groups of stakeholders should be involved in different ways throughout the project to ensure a robust final output |
| <b>SKILLS REQUIRED</b>         | <ul style="list-style-type: none"> <li>negotiation skills</li> <li>project management</li> <li>team management</li> </ul>                         | <ul style="list-style-type: none"> <li>data gathering &amp; analysis</li> <li>forecasting/scenarios</li> <li>communication</li> <li>people/project management</li> </ul>                        | <ul style="list-style-type: none"> <li>analysis</li> </ul>   | <ul style="list-style-type: none"> <li>project planning</li> </ul>  | <ul style="list-style-type: none"> <li>communication skills</li> </ul>   |
| <b>STEPS</b>                   | <ul style="list-style-type: none"> <li>scoping the project</li> <li>clarifying issues</li> <li>team building</li> <li>project planning</li> </ul> | <ul style="list-style-type: none"> <li>understanding the problem</li> <li>gathering &amp; analysing data</li> <li>examining what has been tried before</li> <li>reviewing capability</li> </ul> | <ul style="list-style-type: none"> <li>defining aims &amp; objectives</li> <li>generating options</li> <li>assessing options</li> <li>making recommendations</li> </ul>          | <ul style="list-style-type: none"> <li>defining measures</li> <li>planning implementation</li> <li>planning monitoring &amp; evaluation</li> <li>managing risks</li> <li>establishing reporting and feedback loops</li> </ul> | <ul style="list-style-type: none"> <li>stakeholder mapping</li> <li>communication &amp; consultation</li> </ul>              |
| <b>TOOLS</b>                   | <ul style="list-style-type: none"> <li>issues tree</li> </ul> <p>(See Annex 1)</p>  | <ul style="list-style-type: none"> <li>systems thinking</li> <li>benchmarking</li> <li>forecasting/scenarios</li> <li>process flow diagram</li> </ul> <p>(See Annex 2)</p>                      | <ul style="list-style-type: none"> <li>creativity techniques</li> <li>modelling</li> <li>cost-benefit analysis &amp; cost-effectiveness analysis</li> </ul> <p>(See Annex 3)</p> |   | <ul style="list-style-type: none"> <li>stakeholder map</li> </ul> <p>(See Annex 5)</p>                                       |

|                         |  |  |   |  |   |
|-------------------------|--|--|---|--|---|
| <p><b>TEMPLATES</b></p> | <ul style="list-style-type: none"> <li>○ project plan headings</li> <li>○ project terms of reference, including project plan</li> </ul> <p>(See Annex 1)</p> | <ul style="list-style-type: none"> <li>○ interim analytical report</li> </ul> <p>(See Annex 2)</p> | <ul style="list-style-type: none"> <li>○ policy submission template</li> </ul> <p>(See Annex 3)</p> | <ul style="list-style-type: none"> <li>○ policy project final report</li> </ul> <p>(See Annex 4)</p> | <ul style="list-style-type: none"> <li>○ communication plan</li> </ul> <p>(See Annex 5)</p> |
|-------------------------|--|--|---|--|---|

**Table 3 - Typical elements for each phase of a policy project**

## PHASE 1 – SET UP



The purpose of the first phase of your policy projects is to:

- Demonstrate the need for the project – what is the problem to be solved?
- Identify and structure the issues that need to be addressed, to help focus activity in subsequent phases;
- Plan how the project will be delivered, including governance and consultation structures; and
- Establish an appropriate project team.

### 1.1 Introduction

#### Duration

This will depend on how quickly you can develop and secure approval to your project plan. In turn, that will depend on the degree of consensus over the project scope and approach. As a general rule, this first phase will take 2 to 4 weeks. But it may be possible to complete it within a single week where the problem is extremely urgent.

It should be remembered, however, that rushing through the set-up phase might ultimately lead you to take longer to complete the project – if issues of scope or approach are not properly addressed at the start they may cause disagreements and delay further down the line.

#### Stakeholder involvement

It is crucial in the set-up phase to identify a project sponsor. This will be a senior member of government, probably the Director General or Assistant Director General in the relevant Department. It is also usual to have a wider group of senior Government

stakeholders to act as a Steering Group. These individuals are your main stakeholders during the set-up phase. They will be the individuals you consult in order to scope the project (see section 1.2).

In your set-up phase you should also start to identify and assess the key stakeholders outside government. Who are they and how will you want to involve them in the project? Communication with external stakeholders will need to form part of your project plan.

It would be unusual to consult any stakeholders outside government during the set-up phase, though you may want to if the policy area is a very new one, about which there is little information or expertise within government. In that case you might want to speak to experts or to counterparts in other governments who have already tackled this issue.

### **Skills**

To complete Phase 1 you need

- Negotiation skills – to deal with project sponsor and Steering Group
- Drafting skills – to produce terms of reference
- Project management – to plan the project and set this out in a robust project plan

In recruiting your team you need to find a mix of:

- Operational knowledge/understanding of government environment
- Research & analysis skills (possibly including economics, statistics, modelling)
- Communication & change management

There is more information about team skills in Section 1.5.

### **Tools and templates**

The following tools may be useful in the set-up phase. These are included in Annex 1:

- Issues tree (Annex 1A)
- Headings for project plan (Annex 1B)
- Example project terms of reference, including basic project plan (Annex 1C)

## 1.2 Scoping the project

The first step in any policy project is to determine the problem to be solved (or opportunity to be seized). Why is this project needed? What are the issues to be researched and understood?

An initial 'scoping exercise' should be carried out over a period of one or two days to talk to the major government stakeholders and with their help:

- Define the problem to be addressed and consider the rationale for government intervention;
- Understand the vision and values driving the project (this may already be explicit in the Dubai Strategic Plan or the Department's strategic plan or may need to be developed);
- Identify what work, if any, has already been done on this issue;
- Start to identify suitable benchmarks outside Dubai from whom you may learn;
- Establish a mandate for the project; and
- Identify a suitable sponsor for the project – a senior and influential individual, probably a member of the EC or of an EC Sector Committee.

## 1.3 Identifying the issues

The complex and cross-cutting nature of policy projects means that at the outset it is important to develop a clear understanding of the issue to be addressed, and agree this with your project sponsor and Steering Group. You should draft formal written **Terms of Reference** (TORs) to define the scope of the project, identify any fixed boundaries that are not open to review and set expectations for the project's outputs. (Example ToRs in Annex 1C).

This scoping exercise should define the overall issue to be addressed and break it down in a logical way to highlight all the sub-issues. A powerful tool for structuring the issue in this way is an **issues tree** which generates a logical family-tree style hierarchy of issues and sub-issues (see Annex 1A). Scoping should also examine the case for government intervention and the feasibility of your project making a significant impact on the problem – if there is no chance of doing this, it is not worth undertaking the policy project.

Breaking down the main issue will help you to plan and structure subsequent phases of the project. It also:

- Generates a detailed understanding of the relevant issues;
- Helps to identify the root causes of an issue;
- Provides a focus for discussions with stakeholders; and
- Highlights potential areas of work, or workstreams, for the project.

#### 1.4 Stakeholder analysis

As part of understanding the issues which will need to be analysed in later stages of the project, you should identify key external stakeholders and group them according to their influence (the degree to which they can affect the final outcome of the project) and their level of support for change. The location of stakeholders on your map should then determine how much time and effort you spend engaging with them. Direct your resources to those who are most influential and least supportive. Remember, however, that stakeholders may change their views as the project progresses, in particular as you narrow down the issues and arrive at firm recommendations. So stay in touch with important groups and engage with them accordingly.

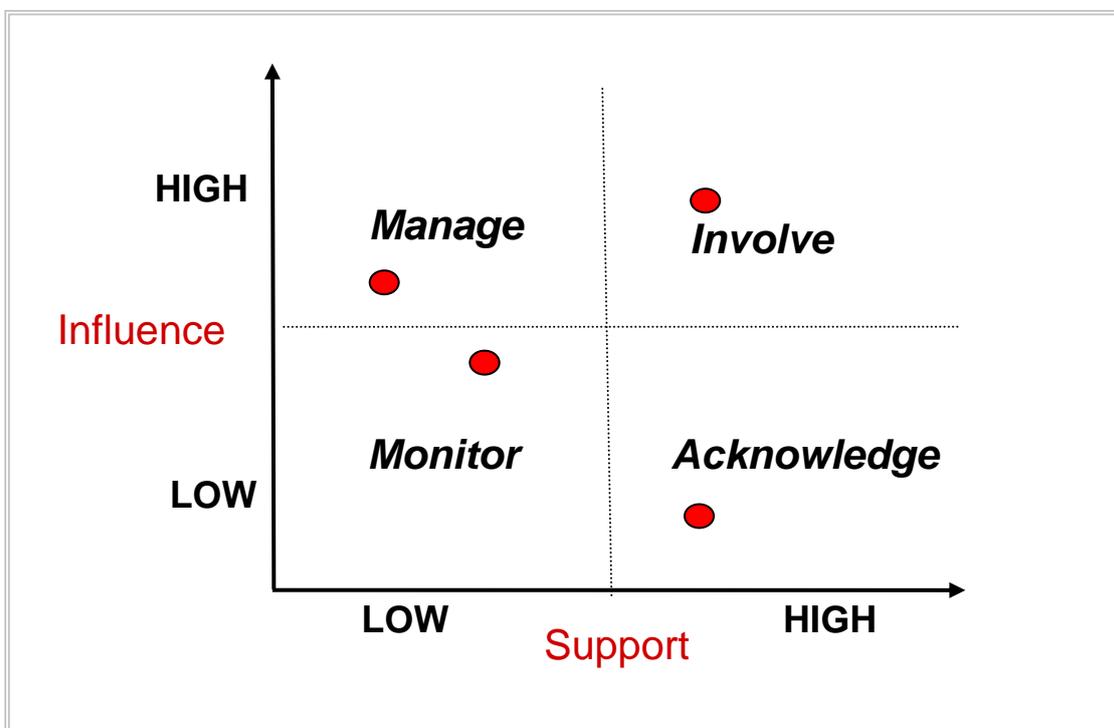


Figure 6 - Stakeholder analysis

## 1.5 Setting up the project team

Any policy team will require a mixture of different attitudes, perspectives and expertise. Team members should bring different skills and experience, including operational experience of the relevant area (for example, a project looking at justice issues might include a prosecutor or police officer; one looking at medical insurance might include a doctor or hospital manager).

Between all members of the team, the following skill areas should be covered:

- **Research and analysis** – this may need to include economic or statistical modelling skills (i.e. predicting the impact of changing different variables, understanding the dynamics of cause and effect in the relevant system).
- **Understanding the government environment** and ‘policy levers’ – how to get decisions made and implemented; knowledge of the different Departments or Agencies that will implement the new policy.
- **Operational experience and customer focus** - to understand the realities of delivering public services and the needs and concerns of those who use them. You may want to include a representative of one or more of the key stakeholders or delivery agencies in the project team. Identify at the start the different government Departments and Agencies who will be involved in implementing your final recommendations and consider seconding people from those institutions into the project team.
- **Communication and change management** – the ability to present a persuasive case for change to different stakeholders, perhaps also financial, information technology (IT) or human resource management, depending on the nature of the project.

In addition, the generic skills of **project management** and **team management** are important to deliver your outputs to time and to budget, efficiently and effectively.

During the initial phase of your project, members of the team should be assigned roles and responsibilities. Think about what skills and experience each person brings to the project and how best these can best be utilised. Time spent on team-building activities will be repaid later on in effectiveness and productivity built on a shared sense of purpose and clear joint vision of what the project should achieve. Team building can create a basis of mutual trust and respect between team members which will be

important at later stages when the work becomes demanding and difficult. Team building can be combined with project planning. A team awayday early in the project is a useful exercise to get to know one another, to understand the skills and experience that each person brings and to agree ways of working together to make the project as productive and enjoyable as possible for all.

## 1.6 Project governance

The project Terms of Reference will set out in writing what the policy project is intended to do, for what purpose and what is the mandate of the project team. Sometimes these ToRs will be made public to encourage public debate about the issue and to alert non-government stakeholders that the project is underway and that their views may be sought. Even if not publicised *outside* government, the ToR document should be shared *within* government between all those Departments and Agencies who have an interest in the area so that they are aware of the project, and more likely to co-operate with the project team and are less likely to launch independently any initiative which might interfere with what the project team is mandated to do.

The policy project needs a **sponsor** under whose authority the project will be conducted. The sponsor's explicit support will be required to 'open doors' for the project team and ensure you get the co-operation you need from others inside the Government of Dubai.

Your sponsor should chair a project **Steering Group** containing representatives of all the interested Departments and Agencies. The Steering Group might be the Executive Council as a whole, or a group of relevant Directors General and Agency Heads.

The role of the Steering Group is to:

- Agree the project Terms of Reference;
- Oversee progress against the project plan and address any problems or delays;
- Take decisions in the light of the project recommendations; and
- Decide how to implement agreed recommendations, including responsibilities and resources.

At the outset you should agree how frequently and in what way the project team will report to the Steering Group. It is important that the Steering Group have 'ownership' of

the policy project and that it is alerted to any significant difficulties or delays: if progress is not on track against your project plan, they need to take action.

Apart from the formal project reporting structures, you may want to establish consultation mechanisms. Experts' and stakeholders' views will be important as the project progresses to understand the issues, examine options and plan for implementation. An efficient way of managing this might be to invite experts or key stakeholders to join an Experts' Group or Reference Group with whom you can share emerging findings and test ideas. Think about whether you need public or customer consultation and if so how you will manage that process – it might be possible, for example, to outsource the consultation process to a public relations or other consultancy to undertake opinion surveys or focus groups.

Even if no formal consultation is to take place (perhaps because the issue you are working on is highly sensitive) you should seek ways of testing your ideas with experts and stakeholders. Trusted individuals from outside government with relevant expertise and insight might be asked, on a confidential basis, to comment on your findings or to brainstorm ideas. It is highly risky to recommend significant or radical change if your ideas have not been tested on people outside the project team.

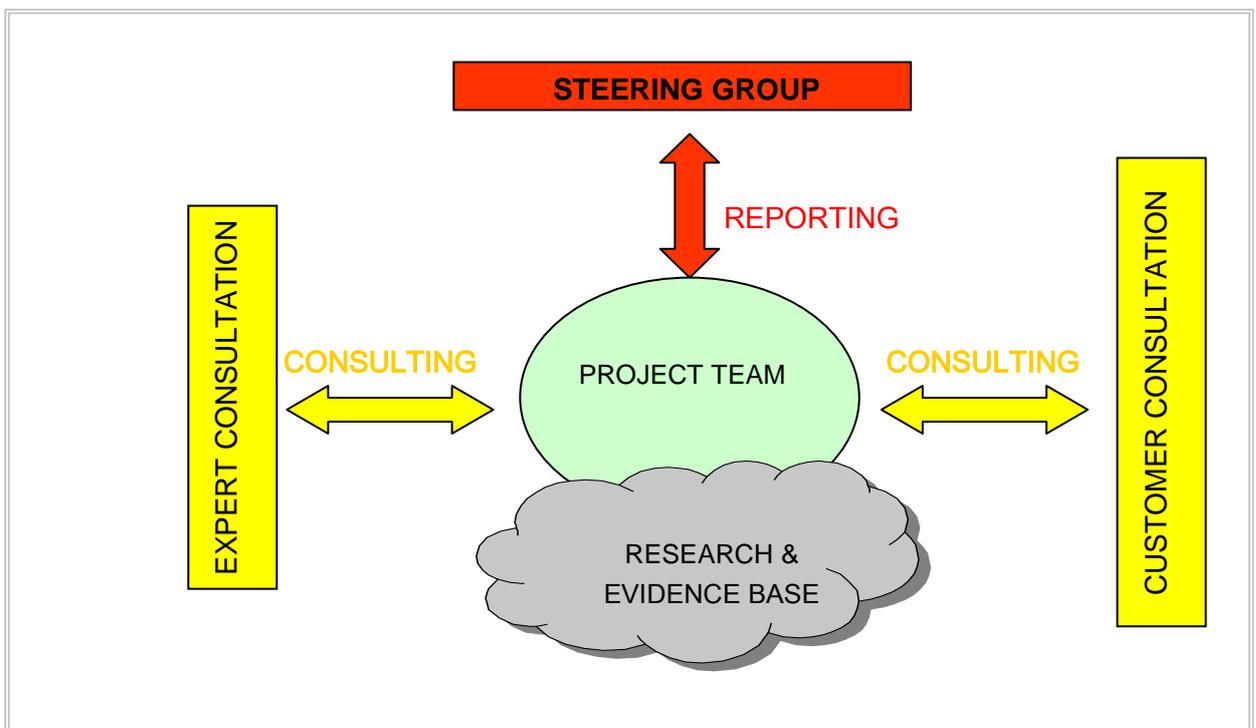


Figure 7 - Project governance structure

## 1.7 Planning the project

You will need a project plan which will be a more detailed and operational document than the project ToRs and will be for use internally. The project plan should include a description of the project team, budget and reporting structures, outputs and milestones (See list of headings in Annex 1B).

To construct your project plan, identify the key activities (e.g. data gathering, consultation, options appraisal) and group these into logical workstreams. Assign responsibility to team members. Think about the key milestones - when will you present your recommendations to the Steering Group? When will you want to consult with experts? When will you produce your final report? Think about how you will communicate internally (in the project team, within government) and externally (with the public, customers, experts etc). You should also identify key risks that might prevent you completing the project on time and plan how to mitigate or manage these. (See risk management in Phase 4).

As well as project staff, you will need to secure other resources. Depending on the circumstances, your budget may need to cover:

- Travel and subsistence to make study visits;
- Holding seminars or conferences to consult with experts;
- Commissioning public opinion surveys and/or holding public meetings;
- Website design; and document production.

It can be useful to get the whole team to contribute to the project planning.

## 1.8 Checklist

### CHECKLIST – Phase 1: Set up

#### Scoping the project

- What is the problem that needs to be addressed? Is there a clear case for government intervention?
- What work has been done to date on this issue?
- How feasible is it that the project will be able to have an impact on the problem?

#### Identifying the issues

- What are the issues and sub-issues?
- How will you research and analyse these issues?
- What are the main concerns of each of the key stakeholders?

#### Setting up the team

- What skills and experience will be needed in the team?
- Should any of the key stakeholders or delivery agencies be represented on the team?
- What should be the roles and responsibilities of each team member?
- How will you communicate and share knowledge within the team?

#### Project governance

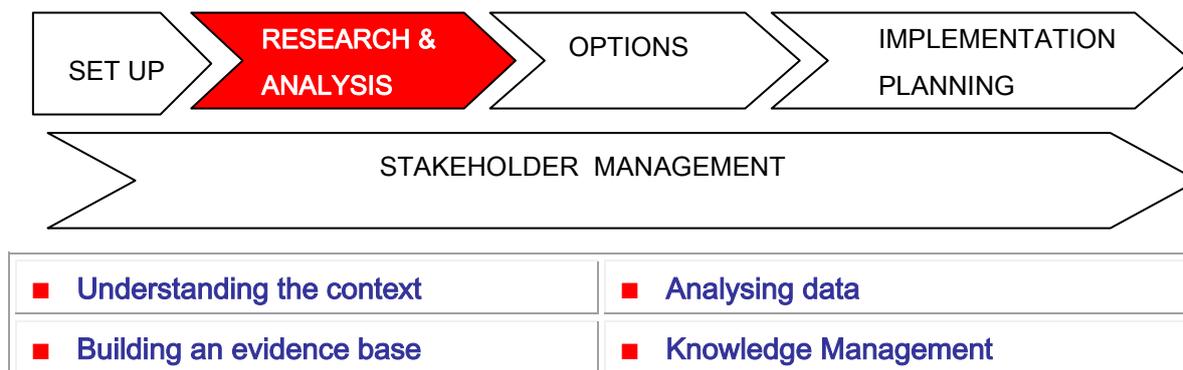
- Who will be the project sponsor? Who will be on the Steering Group? How will you report to them?
- Should there be an expert advisory panel?

#### Project planning

- What is a logical way to break down the work into workstreams?
- What will be the outputs, key milestones and deadlines?
- What are the main risks to the success of the project, and how will they be managed?
- How will you communicate with stakeholders and others?

### Box 1 - Phase 1 Checklist – Set up

## PHASE 2 – RESEARCH & ANALYSIS



The second phase of the policy project must answer the questions **where are we are now?** And **where do we want to be?** - In terms of strategy and vision and in terms of empirical data. This phase is concerned with developing an accurate understanding of the issues and accessing the best available knowledge for how to respond to them. The desired result is that the team develops a comprehensive and accurate understanding of the key facts that may have a bearing on the emerging policy.

### 2.1 Introduction

#### Duration

This phase should generally last between 2 and 12 weeks. 2 weeks is an absolute minimum and the only reason for spending so little time on the research and analysis phase would be if there simply were not any available data. In that case you may want to commission some primary research and proceed to the options phase **but ensure that you then check and reassess your options once the primary research has produced results.**

#### Stakeholder involvement

Normally during the research and analysis phase it is useful to consult stakeholders who can inform you about the current position and about ways in which that might be improved. The sorts of stakeholders to involve are:

- People currently delivering the service in Dubai and in comparable countries
- Customers or service users
- Employers or businesses
- Staff and employees

- Representative groups, e.g. women’s groups, workers’ groups, charities / non government organisations (NGOs), trade associations
- The general public.

### Skills

- Communication
- Research/analysis
- Forecasting, scenario development
- People/project management

### Tools and templates

- Systems thinking (Annex 1A)
- Benchmarking – international comparators (Annex 1B)
- Forecasting and scenarios (Annex 1C)
- Interim analytical report (Annex 1D)
- Process flow model (Annex 1E)

## 2.2 Understanding the context

The starting point is to identify existing strategic objectives and aims relevant to the policy area you are examining. These may exist in the Department’s Strategic Plan, Sector Strategies, Dubai Strategic Plan or existing statements of government policy. There may be more than one strategic aim and you may need to make trade-offs between them. For example, new policies on tourism or on transport may need to balance the needs of economic development against those of environmental sustainability

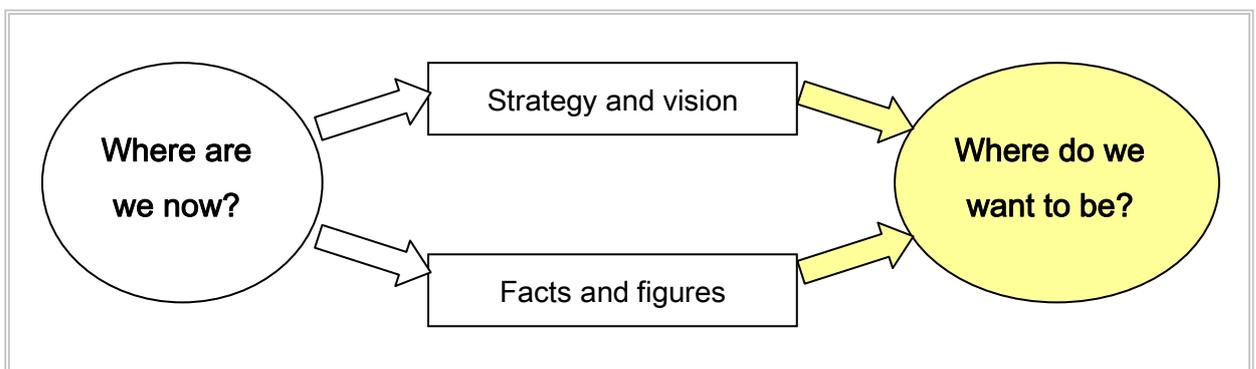


Figure 8 - The research & analysis phase has to answer two questions

What laws or regulations currently govern the policy area? Is the issue determined by federal law and policy or is it one which Dubai can determine independently? Where laws exist, are these to be preserved or is it your role to suggest ways to amend or improve them?

As well as policy and legal constraints there may be budget constraints. Establish with your project sponsor whether your new policy must stay within existing budgets or whether there is scope, if justified, to spend more or to seek new ways to raise revenue.

As well as understanding the existing policy and budget constraints you should ask about other work being done in the area of your policy project. Who else in the Government of Dubai is working in this area that you should talk to, to avoid duplication of effort or conflicting recommendations?

Once you have established the current context ('where we are now') you can set the vision or 'where we want to be' in this policy area. Are there specific international benchmarks Dubai wants to emulate or to exceed? What desired outcomes should be made explicit at the start of the policy project? Strategic objectives and aims may already be in place in the Department's strategic plan or in Sector Strategies or in the Dubai Strategic Plan or may need to be developed as part of the project. Consult with stakeholders and within the policy project team to paint a picture of the desired future state that will drive the project. (More on this in Phase 3).

### 2.3 Building an evidence base

Evidence plays a central role in policy development by helping to establish a factual understanding of the issues in hand, and by informing the selection of possible solutions with the reality check of what is likely to work. Evidence can take many forms, but for most projects it will be based on activities including:

- Analysing key patterns in sectoral data
- Analysing public attitudes, behaviours and expectations
- Identifying international best practice examples which can provide examples to guide Dubai
- Developing hypotheses about trends and causal links, and
- Testing these hypotheses against available data.

Early links should be established with government specialists to identify the full range of data types and sources available and the extent of work already done on related issues. Data that is not already available may need to be collected using methods such as surveys or interviews and focus groups.

Analysing the data that has been collected in order to generate understanding and insights will form the core of the project's analytical effort. Various forms of modelling can be used to understand the relationships between variables (See Annex 2C).

Further context, in the form of international comparisons and benchmarking that provides a comparison with similar policy areas or other countries is often another useful way to identify new approaches.

Finally, the evidence base on which new policy is developed needs to not only cover the present day, but also likely future developments. Forecasting can be used to extrapolate current trends, scenario development can help identify a number of possible alternative futures, and counterfactual analysis can help predict what is likely to happen without change to government policy and with a continuation of expected drivers of change (See Annex 2C).

The kind of data and the amount you need to gather will depend on the kind of policy project you are undertaking. The kinds of questions you will need to ask are:

- What is the scale/seriousness of the problem?
- What are the trends? What results can be predicted if nothing is done?
- What are the underlying factors causing the problem?
- What is the current policy response and why is it not working?
- What has been tried before? With what results? What lessons can be learned from others who have tackled this problem?

Initial data gathering should confirm whether or not a real problem exists and whether it is one that is appropriate for government action. Before policy is changed there should be a clear justification for government intervention, on the basis of Dubai's strategic aims and objectives.

By looking at international examples, or examples from other fields (e.g. the private sector) you can start identifying possible approaches to tackling the problem. This will provide a direction for further research and generating options (See Phase 3).

Other important pieces of information are the views and interests of stakeholders - who are the major stakeholders and what are their views? Think about stakeholders inside government (including those who will need to implement your recommendations) and stakeholders outside government. Which stakeholder groups are most important to you and how can you find out their views? How might you influence them? (See Phase 5).

## 2.4 Analysing data

Raw data is not necessarily helpful in a policy project. What you need is to analyse the data in order to understand the issue that you are dealing with. For example, if you are interested in better ways of dealing with waste, you will need to understand:

- What is the source of waste in Dubai?
- What are the recent trends across different sectors, e.g. household, industrial, trade?
- What are the drivers? (e.g. population growth, growth in specific industry? Other causes?)
- What alternative means have been tried here or elsewhere to solve the problem? And with what results?

To arrive at a good understanding of the causes and effects, you may want to use techniques such as systems thinking (See Annex 2A) and cause and effect analysis (see Performance Management Guide).

As well as looking at the outputs and results in the area you are examining, you may want to spend time understanding the delivery system. This means the organisations responsible, between them, for delivering services on the ground. For example, in the field of criminal justice the delivery system involves the police, prosecutors, courts and prisons working together. Before you can put forward workable solutions to the problem, you need to understand how the current delivery system works and what are the likely gaps or problems in the system. This requires you to understand the overall process – for which a process flow model may be useful (See Annex 2E). It also requires some understanding of both the hard and soft drivers of behaviour within each

organisation in the system. Hard drivers include objectives, targets and budgets. Soft drivers are the values and culture of the organisations which will often be implicit rather than written down.

## 2.5 Knowledge Management

The information gathered in this phase should be organised in a logical way. At this stage of the project, appoint a team member to act as the knowledge management 'champion'. For example, notes should be made of each meeting and interview and kept centrally to allow all team members to access them. Electronic data, including a database of all contacts, should also be organised on a project shared drive in a logical way. Hard copies of documents, books, and publications should be catalogued and a system for accessing documents from the project "library" should be established.

You may want to produce an **interim analytical report** (template in Annex 2D) at the end of this phase setting out the relevant facts and figures and your team's analysis of the problem. It is often helpful, particularly in controversial areas of policy, to have agreement with your stakeholders on your analysis of the facts before you move to making recommendations for action. Publishing and inviting comments on an interim analytical report is a good way of building consensus around the need for change and the size, scale and causes of a problem as a precursor to change.

## 2.6 Checklist

### CHECKLIST – Phase 2: Research and analysis

#### Who are the key stakeholders?

- What are the interests & views of stakeholder groups?

#### What data do we need to support policy development?

- What data is readily available? Is it reliable? What is the right balance of qualitative and quantitative data?
- Will you need to commission any primary research? What methods are appropriate for collecting data?

#### What analyses do we need to support the strategy development?

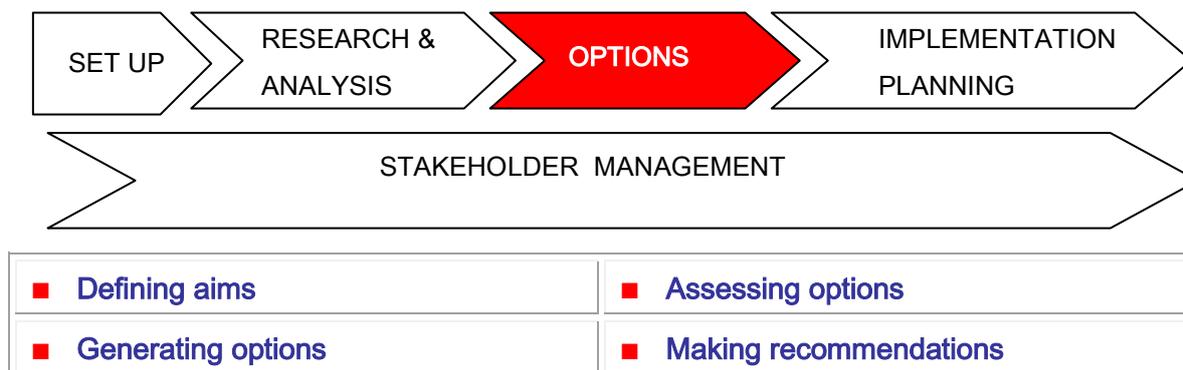
- Which other policy areas or countries provide helpful comparisons (benchmarks)?
- What are the key trends and drivers influencing the current position?
- Does your original problem definition need to change in the light of the analysis?
- Do the key stakeholders buy-in to your emerging analysis of the evidence?

#### Understanding the delivery system

- What are the role, focus and priorities of each of the organisations in the delivery system?
- What are the funding, information sharing, decision making and accountability arrangements?
- What are the underlying beliefs and core values of each organisation?
- What are the existing organisational resources and areas of expertise?
- Are there any obvious gaps in capability that may act as constraints on any new policy?

#### Box 2 - Phase 2 Checklist – Research & analysis

## PHASE 3 – OPTIONS



In the third phase of your project, you need to examine a variety of options for solving the problem or grasping the opportunity and arrive at a reasoned recommendation to put to your Steering Group.

### 3.1 Introduction

#### Duration

This phase will normally take between 2 and 4 weeks.

#### Stakeholder involvement

Before embarking on this stage, you should be well informed about the views of key stakeholders, including customers and service users. This information will be necessary to assess the suitability and acceptability of the options you generate. It may be necessary though in this phase to seek *additional*, more detailed views and opinions from **expert** stakeholders and from representatives of the **delivery agencies** to understand the workability of options and what the costs, risks and benefits of each option would be.

#### Skills

- Modelling
- Cost-benefit analysis, cost-effectiveness analysis

#### Tools and templates

- Creativity techniques (Annex 3A)
- Modelling (Annex 3B)
- Cost-benefit analysis and cost-effectiveness analysis (Annex 3C)

- Policy submission template (Annex 3D)

### 3.2 Defining aims

The first step is to clarify and make explicit “*where do we want to be?*”. This means defining, or confirming, your strategic direction. As far as possible, this strategic direction will have the support of your project’s sponsor and all key stakeholders. The strategic direction should be expressed through:

- A *vision* describing the desired state of the future
- A number of *aims* and short, medium or long term *objectives* that need to be achieved in order to bring it about.

There may already be a specific strategic objective set for the area in which you are working, for example in the Department’s strategic plan, a Sector Strategy or the Dubai Strategic Plan. In this case, your policy project will be simply concerned with deciding how to achieve that objective.

More likely, you will need to develop a specific new objective (or objectives), within the overall framework of objectives and aims set in the strategic plans. To arrive at a robust objective (or set of objectives), you need to make explicit the principles and priorities that drive government action in this area and to be explicit about the trade-offs or possible conflicts between different aims (e.g. profitability vs. health and safety of workers). You may want to set specific *policy targets* to be agreed between the various delivery partners. At this stage, specify ‘what’ needs to be achieved, rather than ‘how’. You may want to articulate several different objectives, to put to your sponsor or Steering Group, such as radical, medium and cautious change.

You will need to secure agreement to any new strategic objective from your project sponsor and may wish to put it to your Steering Group for agreement, to ensure you have their full support before going on to develop and recommend options for implementation. In finalising your strategic objective you should take into account your sponsor’s view, stakeholder views and the analysis you have completed of the current situation.

### 3.3 Generating options

Generating options is an important phase of the project and where there is most scope for adding value by being creative. Often novel or counter-intuitive suggestions are dismissed too quickly, before they have had a chance to develop. We are often shy of making new suggestions for fear they will be laughed at or criticised. For this reason it can be useful to use specific creativity techniques to encourage your team to think innovatively. These techniques range from the simple to the sophisticated, but all are based on the need to nurture new ideas. (See Annex 3A).

As well as using creativity techniques, when developing policy options to implement the agreed strategic objective(s), it is also helpful to think about different policy instruments, i.e. different levers that the Government of Dubai can operate to bring about change. Different policy levers include:

- Providing information, education and advice
- Encouraging voluntary agreements and self-regulation
- Setting up new institutions
- Using economic instruments, e.g. taxes or subsidies; and
- Intervening directly by providing or commissioning a service.

#### Example policy levers

Imagine that the policy problem is how to minimise the amount of household waste generated in Dubai. Different policy levers could be used, such as:

- information leaflets to households to advise them how to produce less waste
- asking neighbourhood groups to agree to voluntary limits on household waste in their area
- establishing a new Dubai Waste Management Agency with targets for reducing household waste
- placing a new charge on households to remove waste above a certain weight or volume or paying small subsidies for each bottle or other item taken to a recycling centre
- starting a new recycling service to collect and recycle elements of household waste such as bottles, aerosols and plastic packaging

**Table 4 - Example policy levers**

Once you have used your team's creativity to generate different policy options, you need to apply some structure to assess which option(s) you should recommend.

### 3.4 Assessing options

In any good policy project there should be a rational and reasoned process for developing solutions. In contrast to an ad-hoc approach that is likely to result in a more 'random' set of solutions, a strategic approach is underpinned by guiding principles and a set of appraisal criteria that frame the generation and appraisal of alternative options.

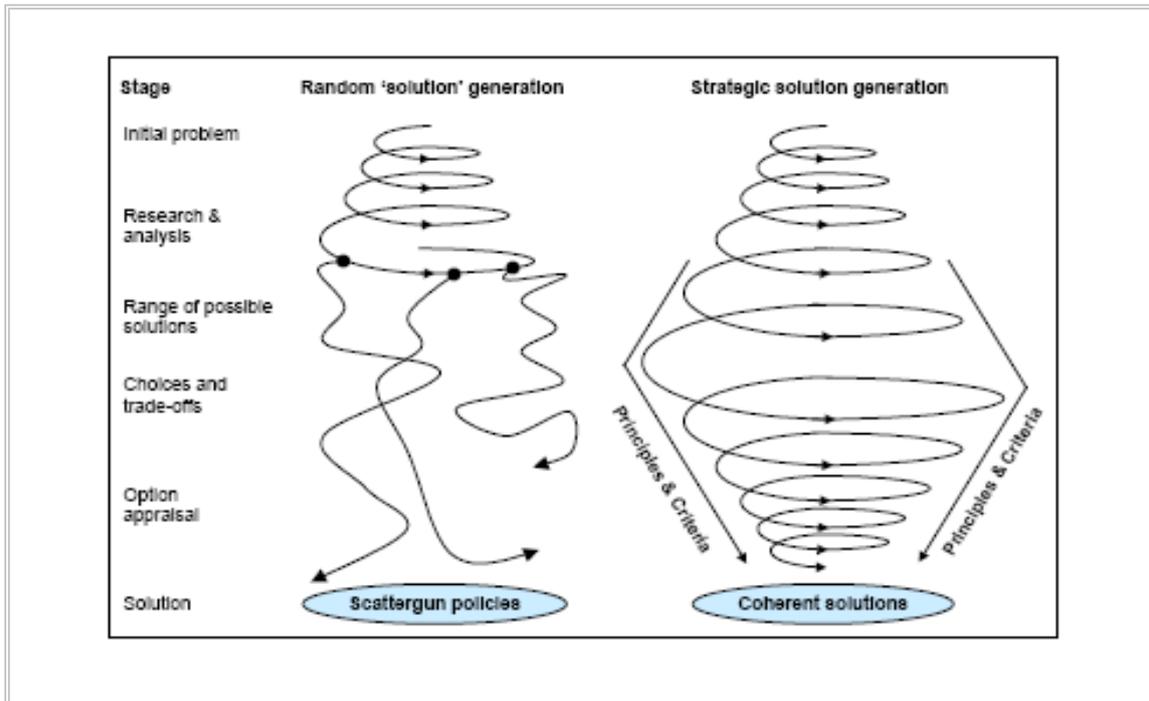


Figure 9 - Assessing policy options

You should normally examine 3 – 5 options in detail, including the 'Do Nothing' option as a baseline. Too many options will waste time but too few may mean you are unnecessarily narrowing your room for innovation. Before assessing the options, you need to work through in detail what it will take to implement each option. Does Dubai have the capacity and capability to deliver the policy within existing budgets? Will additional staff be required? Will they need to be trained? Is legislation necessary? Understanding the steps to implementing each option will enable you to judge how feasible each is. The harder an option is to implement, the stronger would need to be the policy argument for pursuing it in order to justify the expense. Modelling techniques can be useful in understanding the impact of different options (See Annex 3B).

At this stage it may be necessary to consult with operational staff to ensure you have

understood the delivery systems and taken account of what structures, resources and incentives would be necessary to implement each of the options on your shortlist.

Once you have understood and described the options in suitable detail, decide what assessment criteria you will apply. These criteria will change depending on the specific area you are working on and the circumstances. For example, if you are facing an urgent crisis, then speed of implementation and impact may be an important criterion for assessing your options – an option that would be effective, but only after a number of years, would not be suitable in that circumstance (at least on its own).

In every case, three core criteria for assessing options will be suitability, feasibility and acceptability

1. **Suitability** – do the proposed actions address the key issues and will they be able to deliver desired outcomes? Is the (cost of the) policy option proportionate to the (cost of the) problem? For more on cost-benefit analysis and cost-effectiveness analysis, see Annex 3C.
2. **Feasibility** – In assessing whether the option is a realistic and practical possibility, you might think about:
  - Capability – will it be possible to implement and manage the option?
  - Accountability – can clear accountabilities be established and aligned with incentives?
  - Affordability – can it be afforded and is it value for money against alternatives?
  - Risk – can risks be identified and either mitigated or allocated and managed? (For more on risk assessment and risk management, see Phase 4).
  - Feedback – are there clear success measures and monitoring mechanisms for prompt feedback and learning if unintended consequences emerge?
3. **Acceptability** – is there a clear case for government intervention? Is there sufficient support for the proposed actions by those with the authority and influence to legitimise action and from those who will be responsible for implementing it? Is there sufficient support from internal and external stakeholders?

Once you have agreed the criteria, decide whether each criterion is equally important, or whether some should be given additional weight (e.g. if cost is the over-riding factor,

then the cost/benefit criterion should be given greater weight than any other). Assess each option and rank the options accordingly. You may need to consult experts or operational staff to estimate, for example, the costs and feasibility of certain options. You may need to consult stakeholders to determine acceptability.

#### Example option assessment matrix

|                                 | Cost | Suitability | Feasibility | Acceptability | Risk |
|---------------------------------|------|-------------|-------------|---------------|------|
| <u>Option 1</u><br>(Do nothing) | 12 M | ✓           | ✓✓          | ✓             | Med  |
| <u>Option 2</u>                 | 15 M | ✓✓          | ✓           | ✓             | High |
| <u>Option 3</u>                 | 12 M | ✓           | ✓✓✓         | ✓✓            | Low  |
| <u>Option 4</u>                 | 25 M | ✓✓✓         | ✓✓          | ✓✓            | Med  |

**Table 5 - Example policy option assessment matrix**

Sometimes options are mutually exclusive (e.g. deciding where to locate a new hospital) – this means that if you select option A, you automatically reject options B, C and D etc. Sometimes there will be a menu of options which can be combined for maximum effect (e.g. setting a new curriculum AND investing in infrastructure AND improving teacher training in order to raise education standards)

### 3.5 Making recommendations

Once you have selected the most suitable option or options for achieving the strategic objectives, you need to get agreement for these recommendations from your Steering Group. It is one of their key responsibilities to take decisions on what action will be taken as a result of your policy project. Remember there will never be a 'perfect' option. Every alternative is likely to have some disadvantages. In presenting your recommendations to the Steering Group do not ignore or downplay anticipated problems. Instead, show how these might be managed and how implementation risks can be minimised (e.g. through pilots before full roll-out, or by further consultation and communication to address concerns and reduce opposition.)

You need to explain to the Steering Group which option(s) you have chosen and why. They need to understand the rationale for your recommendations and may want to see evidence of the options you have rejected and the reasons. It is a matter of judgment about how much detailed evidence to present to the Steering Group but at the minimum you must be able to give:

- A clear statement of the problem/opportunity
- A clear explanation of the option(s) you recommend and
- A reasoned justification for how your recommendation will solve the problem.

A policy submission template is in Annex 3D.

### 3.6 Checklist

#### CHECKLIST – Phase 3: Options

##### Aims and Objectives

- Have you set out clearly the aims and objectives for this area of policy?
- Have you got the support of the project sponsor and Steering Group for the project vision and strategic objective(s)?

##### Options

- Have you used creativity to generate innovative options?
- Have you developed a small number of realistic options to assess in detail?
- Have you used appropriate assessment criteria and applied these objectively?
- Have you made good use of the knowledge you have about stakeholders' views?

##### Recommendations

- Have you set out clear and well-reasoned recommendations for the Steering Group?
- Do you have sufficient information and analysis for the Steering Group to make a good decision – i.e. knowledge of costs/benefits; risks; attitudes of key stakeholders?

#### Box 3 - Phase 3 Checklist - Options

## PHASE 4 – IMPLEMENTATION PLANNING



Once you have secured agreement to your recommendations – which may involve some iteration and some amendments in the light of views from your project sponsor and Steering Group – your final task is to plan how those recommendations will be implemented.

The detail of the final policy proposal and the plan for its roll out should be documented in a final report and implementation plan. Agreement and commitment to this plan will mark the conclusion of the policy project.

### 4.1 Introduction

#### Duration

Implementation planning will generally take between 2 and 4 weeks.

#### Stakeholder involvement

This will depend on the extent to which you already have full information about what it will take to implement options. If you do involve stakeholders at this stage, it will probably be operational experts and people who work in delivery agencies, as you will need to understand how rapidly you can expect the new policy to be implemented and you will need to understand what incentives, resources and accountability arrangements will be necessary to achieve the desired change.

#### Skills

- Project planning and management

### Tools and templates

- Template for a policy project final report (see Annex 4A)

## 4.2 Trajectories and plans

An implementation plan must start from a clear idea of what you are trying to achieve. In an earlier stage in the project you will have formulated your policy objective(s) clearly. For implementation, need to think about:

- How quickly do you need to achieve your objectives?
- What resources do you have (people and money)?
- Who will be responsible for taking the actions? How will they be held to account?
- What incentives are needed to achieve the desired results?
- How will you monitor and report progress?

If you are aiming to hit a specific quantified target, the first step in preparing your implementation plan is to show the trajectory which you expect to follow. If current performance remains unchanged, or current trends continue, what trajectory will be followed? How far and how fast will you need to achieve change to hit your target? You may show low, medium and high estimates.

### Example from UK criminal justice

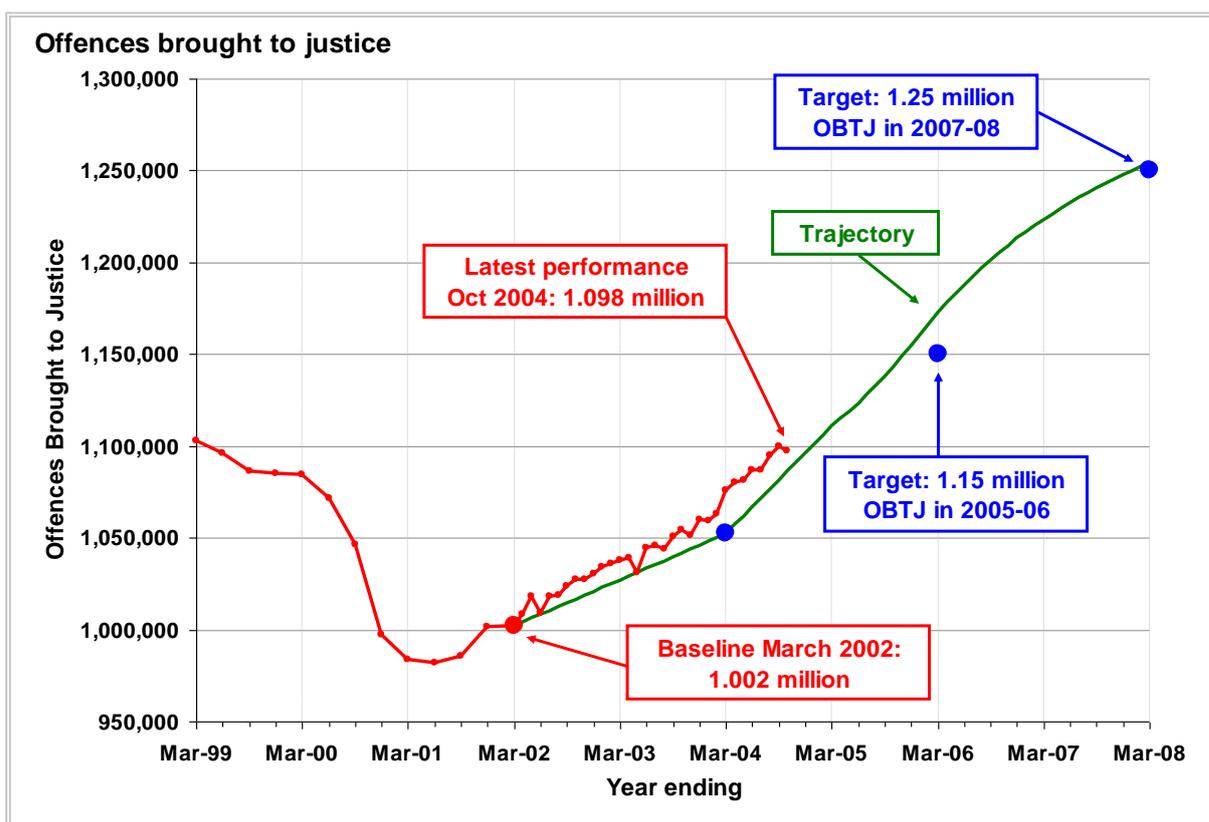


Figure 10 – Example of trajectories - offences brought to justice

As well as having an understanding of the trajectory to follow, your implementation plan should include:

- **Key activities**, grouped into logical workstreams, with timescales, deliverables (i.e. things that will be produced) and key milestones. Are there related activities elsewhere in government with which the implementation will need to be co-ordinated? The Executive Council will be able to help by pointing out any related areas of government activity.
- **Resources**: How will the implementation be funded? Will revenue be generated? If new staff are required do they need to be trained, do they need equipment? If existing staff are to be redeployed, what will be the impact on existing activities?
- **Roles and responsibilities**: who will be responsible for each activity in the implementation plan and to whom will they be accountable?
- **Accountability**: it might be appropriate to reconstitute the project Steering Group to oversee implementation with the authority to take action if implementation runs behind schedule or problems arise.

- **Piloting:** It may have been decided to pilot the new policy in one or two areas before proceeding to full implementation. In these cases, the pilots should be evaluated before decisions are taken about whether, how and when to adopt the policy more widely.
- **Monitoring and evaluation:** select measures and early warning indicators so that you can judge rapidly whether the policy is delivering the desired result and, if not, take remedial action. In the longer term, the effectiveness of the new policy in meeting its stated objectives should be evaluated. The implementation plan should include details of when and how monitoring and evaluation will be conducted; against what criteria; and what performance measures will be used. Refer to the sister guide on Performance Management for more information on monitoring and evaluation.

### 4.3 Change management

Most government policy involves trying to bring about change in complex systems where there are multiple actors and multiple interests. Estimating in advance the effect that policy interventions will have is notoriously difficult, hence the increasing use by governments of pilots or incubators to test ideas on a small scale before they are implemented across the board.

Given that a policy is attempting to bring about change in a complex environment, a purely mechanistic approach to implementation will not work. As well as looking at 'hard' levers – such as instructions, targets, legal requirements etc – it is necessary to look at 'soft' issues – such as the motivation of individuals, the culture of organisations and public attitudes. To implement a new policy successfully it is normally necessary to win over 'hearts and minds' so you need to think about ways of influencing attitudes and behaviour of individuals and groups. This is what change management is all about.

When thinking about change management, you need to understand

- How radical is the change you require? How fast does it have to happen?
- What do you want to preserve from the existing system?
- How will you maintain existing services while change is being undertaken?
- What are the barriers to change and how can you overcome these?
- What are the factors that motivate behaviour in the system you are dealing with (e.g. funding, targets, reputation)
- What unintended consequences might arise? How can you avoid them?

### Unintended consequences – example from UK

The UK Government is pursuing a policy of parents' choice in schools – enabling parents to select the most suitable local school for their child. But unintended consequences are starting to emerge as it seen that in practice, families from different ethnic and religious groups are overwhelmingly choosing to send their children to schools where the majority of children are from the same group. This is leading to segregation in education that undermines another of the Government's policy aims – community integration.

At the organisational level, these general rules are helpful when trying to bring about change:

- Prescribe *what* is to be achieved, but not in detail *how* – this will leave room for innovation and creativity amongst the people who implement the new policy.
- When setting targets, guard against perverse incentives and keep to a small number of key indicators rather than imposing lots of (possibly contradictory) targets.
- Be ready to adjust your policy in the light of experience – and ensure you have feedback mechanisms to alert you if unintended consequences arise.
- Consult operational staff - often they will have valuable ideas or perspectives. And even if you find that the policy you recommend is not welcomed, giving people the opportunity to comment will help you to neutralise opposition or at least prepare for it.

By understanding the system you are dealing with, and the culture of the organisations within it, you will be able to include appropriate change management activities within your implementation plan. For example, you may need to set aside time for:

- Public meetings to explain the reasons for change and give an opportunity to ask questions or raise concerns
- Staff meetings and open meetings in the delivery organisations for the same purpose
- Messages from leaders to galvanise the will of staff in the delivery organisations
- Public relations or marketing campaigns to influence the attitudes and behaviours of service users, suppliers or customers.

#### 4.4 Communication

A key part of change management is communication. Effective communication of the objectives of the new policy will improve the likelihood of the policy having the desired impact and will enhance Dubai's reputation with domestic and international stakeholders. Your implementation plan should include a communication plan that covers both internal and external communication. (See Phase 5 for more on communication plans).

#### 4.5 Risk management

A risk is anything that might prevent you from achieving your aims. You need to **identify** risks and **assess** them to determine where you should direct most effort to reduce or mitigate risks. The way to assess the gravity of a risk is to multiply its likelihood (probability) and its impact (the effect it would have if it occurred). In some cases these are quantified, but for most purposes a simple rating of high, medium or low is sufficient.

For the most serious risks, assess the best way to manage them. Ways to manage risk include:

- Transferring the risk, e.g. to a private sector provider
- Avoiding it, i.e. doing something to make it less likely to occur
- Preparing contingency plans, to lessen the impact if the risk does materialise.

Please refer to the sister guide on Strategic Planning for more information on risk management.

#### 4.6 Monitoring and evaluation

This final phase is the vital feedback loop for refreshing strategic plans. Performance management is the means by which policy implementation feeds back into strategic planning. It is necessary to do both continuous monitoring and longer term policy evaluation.

- **Monitoring** is the on-going routine, mechanistic gathering of data to check progress against plans.
- **Evaluation** is the less frequent, more in-depth assessment, after the event, of the success or otherwise of a policy in meeting its objectives. In contrast to

monitoring, evaluation should provide a detached, critical assessment of the policy's impact and should address both outputs (i.e. what was made or delivered) and outcomes (final results, both intended and not).

The reasons that monitoring implementation is important are first, to provide accountability and ensure that those responsible are taking the actions they are meant to; and second, to provide early indications of the impact of the new policy. If the early indications show unintended consequences or lack of success you can judge whether or not it is necessary to adjust your policy or adjust the implementation plan.

When deciding what data to monitor, think about how onerous it will be to collect and how reliable the data sources are. Try to minimise the burdens of data collection on operational staff and where possible integrate the collection of monitoring data with the collection of regular management information. The sister guide on Performance Management sets out in detail how regular management information can be collected.

Policy evaluation is useful for two reasons:

- First, to assess how far the implemented policy achieved its desired outcomes and how far it represented value for money, which is an important part of accountability for public expenditure.
- Second, to help improve the future design and delivery of policy by drawing general lessons from successes and failures.

Planning evaluation at the same time as you are planning the policy implementation will help to achieve both of these objectives with the minimum of cost and additional work

## 4.7 Checklist

### CHECKLIST – Phase 4: Implementation planning

#### Trajectory

- What degree of change is needed over what timescale to achieve your desired result?

#### Implementation plan

- What are the workstreams and milestones?
- Who will be responsible for taking each action?
- Who will they be accountable to?
- What resources are required?

#### Change management

- What activities are necessary to change attitudes and behaviour?
- What are the barriers to change and how can you overcome them?
- What communication activities are needed?

#### Risk management

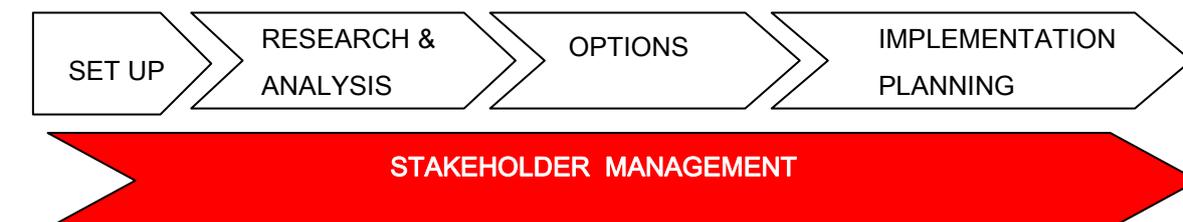
- What could stop you achieving your aims and objectives?
- How can these risks be managed?

#### Monitoring and evaluation

- What measures should be used?
- How will data be gathered?
- How will you link into existing performance management arrangements to prevent duplication?

#### Box 4 - Phase 4 Checklist – Implementation planning

## PHASE 5 – STAKEHOLDER MANAGEMENT



|                       |                |
|-----------------------|----------------|
| ■ Stakeholder mapping | ■ Consultation |
| ■ Communication       |                |

Although stakeholder management appears as Section 5 of this guide, stakeholder management cannot be left until the end of the project – rather, it should take place throughout every phase of the project. The diagram below illustrates this:

| Project phase           | Possible stakeholder activities   |
|-------------------------|---|
| Set up                  | <ul style="list-style-type: none"> <li>• Seek views of key government stakeholders on ‘what is the problem?’</li> <li>• Invite stakeholders to sit on Steering Group, be part of project consultation group/reference group or to join the project team</li> </ul>                        |
| Research & analysis     | <ul style="list-style-type: none"> <li>• Identify and map all key stakeholders</li> <li>• Seek views on the current problem, its causes and possible solutions</li> <li>• May seek stakeholder agreement to interim analytical report</li> </ul>  |
| Options                 | <ul style="list-style-type: none"> <li>• Use stakeholder views to assess suitability and acceptability of options</li> <li>• Use stakeholder and expert views to assess costs and benefits of options and to judge risks</li> </ul>   |
| Implementation planning | <ul style="list-style-type: none"> <li>• Use stakeholder and expert views to ensure all steps are included in the implementation plan and the change management plan</li> <li>• Use stakeholder views to assess what communication activities might be necessary and effective</li> </ul> |

Table 6 - Stakeholder management illustration

## 5.1 Introduction

### Duration

Ongoing throughout the policy project.

### Stakeholder involvement

Stakeholders are any individuals or groups who will be affected by the recommendations you make in your policy project. They will include service users and customers and people who work in the organisations who will implement your final policy recommendations.

You should identify all your key stakeholders early on in the project. Some will be internal to government and others external. You will interact with internal and external stakeholders differently. Communication with stakeholders will help you to understand the problem you are examining, to generate and assess options and to plan for successful implementation. It is very risky to recommend significant policy change without having consulted with key interest groups.

It is important to be clear with stakeholders about the project process and their role in order to maximise the value of their contribution and secure their continued buy-in. Set clear and realistic expectations and let anyone who you consult know the purpose and the outcome of that consultation (unless it the outcome is confidential, in which case you should make this clear from the outset). By following these good practice rules of consultation, you will create an environment in which stakeholders are more likely to look favourably on your new policy.

### Skills

- Communication skills including knowledge of different consultation methods

### Tools and templates

- Example communication plan (see Annex 5A)

## 5.2 Stakeholder mapping

The specific activities you carry out with each stakeholder group will depend on how important they are and on what you require from them. At different times in your policy project you may need from stakeholders:

- **Information** – facts and case study examples to help you understand the current problem or see alternative ways to solve it
- **Opinions** – what do they expect from Government in this area? What are the most important problems (sometimes service users have a different perspective to service providers) and what are their priorities for change?
- **Ideas** - for how to improve services or address gaps in the law
- **Influence** – to support your recommendations
- **Action** - to implement your recommendations.

To assess how important each stakeholder group is, you can complete a stakeholder map (see Phase 1). You should focus most effort on those groups or individuals who combine a high degree of influence with low support for any policy change.

### 5.3 Communication

Communication is important throughout the process of developing and implementing policy:

- To ensure policy is focused on customer needs
- To identify and remedy opposition; and
- To build understanding and support.

Remember that communication should be a two-way process – think about *asking* for views or information as well as *telling*. Communication should occur early and often. If there is no clear communication, for example at the start of your policy project, then rumours will start and can easily get out of hand. It is better to be straightforward and tell people what is happening, why and how they can (or cannot) be involved. Setting expectations is important – do not promise too much or you will make people mistrustful and cynical.

#### Communicating during the project

Your communication planning should be in two parts. First, in the set-up phase of the project you should plan how you will communicate with internal and external stakeholders during the project itself. This will be to gather information and views to enable you to analyse the current situation and to generate and assess options. This initial communication plan should form part of your project plan. You need to consider both how to communicate internally within the team (to work efficiently and co-

operatively by sharing information and ideas) and how to communicate externally. Remember that you may need to revise your communication plan and complete additional activities as the project progresses, for example if new policy options are considered and you need to ask for views from the public, users or service providers.

Your policy project might be confidential, or highly sensitive, which will limit the extent to which you will be able to communicate externally. But still think about whether and when your final outputs will be shared with the public or within government. Even if external communication is very limited, think about how to consult key individuals or interest groups to test ideas and assess the feasibility and acceptability of your options.

### **Communicating to help implement the new policy**

The second cycle of communication planning will come at the implementation planning phase of your project. When implementing a new policy you need to think about how and when to communicate the change. Communication itself can be a powerful tool to bring about change.

To prepare a communications plan – whether at the set-up phase or as part of your implementation plan – start by asking yourself the following questions:

- What is the purpose of communications? (e.g. changing public attitudes, informing the public of new services, asking for opinions etc) – there may be different purposes for different audiences and at different phases of the project
- Who are the different audiences with whom you need to communicate?
- What are the key messages for each of these audiences?
- When do we need to communicate with each group?
- What are the best mix or communications methods and media? (e.g. websites, published documents, press advertisements, public campaigns, staff meetings etc)

Use the answers to these questions to construct a timetable and plan showing what communications activities will take place when. Consult with relevant communications/media experts in your Department or The Executive Council. (See Annex 5A for example).

For the communications plan that forms part of your implementation plan, you also need to think about the barriers to change and how communication could help to overcome them.

#### 5.4 Consultation

Consultation is one specific mode of communication – it involves asking people what they think. There are a number of different reasons to consult:

- Consulting the public will give greater legitimacy to your recommendations;
- Talking to experts and stakeholders will help you to produce workable recommendations, in particular by understanding how change in one part of a system will impact on the other parts;
- Consultation will help you to assess the strength of any opposition to your preferred option(s) and to plan ways of accommodating or reducing that opposition; and
- The process of consultation can itself help to build support for your recommendations. People are more likely to support a new policy if they feel involved in the policy development process and understand the reasons for change.

You may want to consult at various different stages of the project – for example,

- To understand the extent of the problem and gather stakeholders' views in the set-up phase,
- To seek expert or practitioners' views on the feasibility or cost of options, or
- To get robust estimates of the time, resources and skills that will be required to implement the agreed recommendations, as part of your implementation planning.

As with any form of communication, you should select the most suitable method for each segment of your audience (see box below). You might want to contract out some of the consultation activities, for example getting a communication consultancy to conduct opinion polls or focus groups. It is always good practice to explain to people why you are consulting them and to let them know the outcome of that consultation.

## Box 5 - Suitable methods of communication

| Who?                              | Why?  | How?  |
|-----------------------------------|---|---|
| <b>Public</b>                     | To identify public opinion<br>To start to win support   | Public meetings<br>Opinion surveys<br>Samples, eg citizen focus groups  |
| <b>Experts/<br/>practitioners</b> | To understand the issue & assess options<br>To assess if preferred option is feasible -<br>would it work in practice?                   | Workshops/seminars<br>Comments on working papers  |
| <b>Other<br/>Stakeholders</b>     | To identify (the strength of) stakeholder views<br>To seek views on options and workability<br>To build support and overcome opposition | Meetings (formal, informal) with EC<br>members or senior officials<br>Workshops/conferences<br>Comments on working papers |

**Example – costs of poor stakeholder management**

The UK Government is implementing the largest IT project ever undertaken in the National Health Service. The programme will provide IT-enabled services such as electronic booking of hospital appointments and giving doctors access to electronic patient records.

The project has been praised by the UK National Audit Office for its procurement and contract management. But failure to engage fully with key stakeholders - especially doctors and nurses who will have to operate the new systems – at an early stage in the development of the project has led to cost over-runs and delays as specifications have had to be changed late. And early take up of the new systems has been low because health practitioners are not convinced of the benefits.

## Box 6 - Example costs of poor stakeholder management

## 5.5 Checklist

### CHECKLIST – Phase 5: Stakeholder management

#### Stakeholder management

- Who are the main stakeholder groups?
- Where does each sit on your stakeholder map?
- What do you need from each group and how should you communicate with them?

#### Communication & Consultation

- What are the purposes of your communication?
- When and how should you communicate?
- Who do you need to consult and for what purposes? What are best means of consultation?

#### Box 7 – Phase 5 Checklist - Stakeholder management

## ANNEXES

Annex 1 – PHASE 1 – SET UP

Annex 1A - Issues trees

Example – Issues tree examining how to reduce traffic congestion

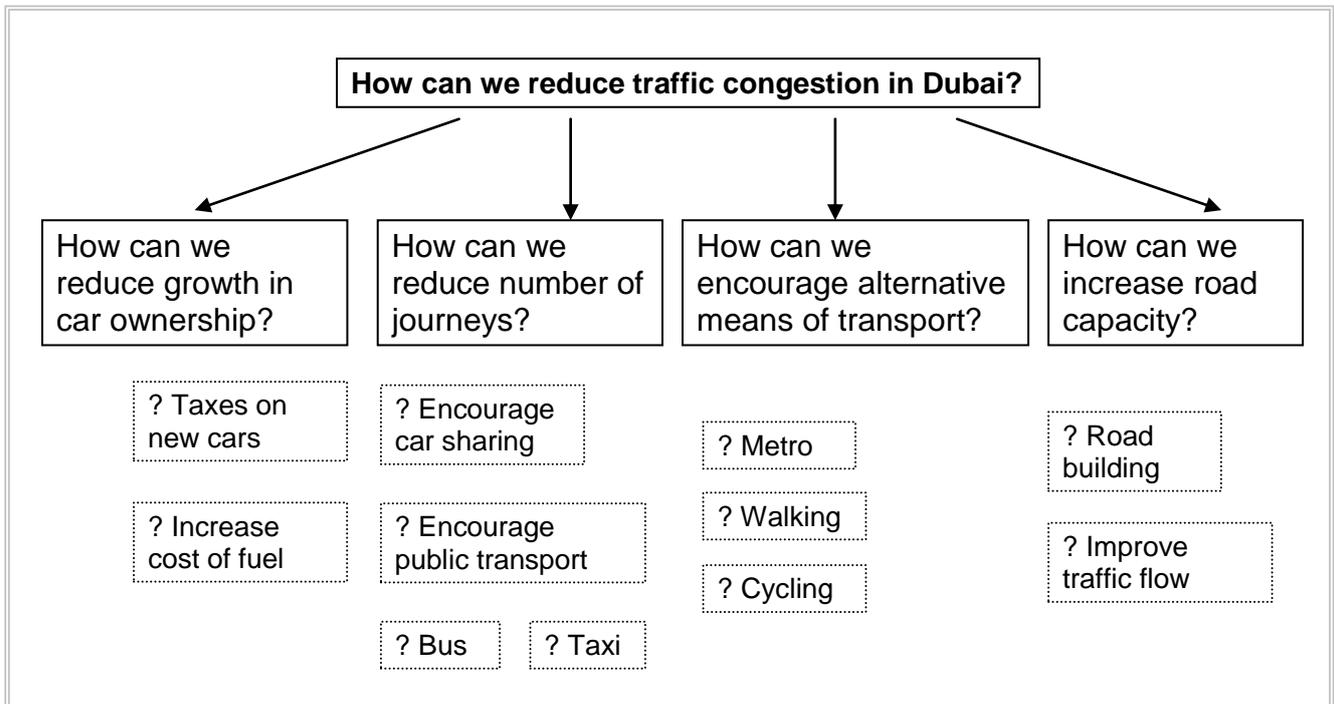


Figure 11 - Reducing traffic congestion in Dubai

Annex 1B - Headings for project plan

- Issue, sub-issues
- Outputs, timescales
- Main activities, set out in a Gantt chart
- Team and Budget
- Governance – Project sponsor; Steering Group membership and role; reporting frequency
- Communication plan – with internal and external stakeholders
- Risk management plan – identifying main risks and how to manage them

Box 8 - Project plan headings

## Annex 1C - example project terms of reference

### Proposed Terms of Reference for Feasibility Study on the Efficiency and Effectiveness of Penal System in Bosnia and Herzegovina

1. This note makes a proposal for the conduct of a feasibility study on the reform of the penal system in Bosnia and Herzegovina. It sets out how the project should be conducted, estimates the time required, identifies the costs of such a study and highlights the conditions necessary for its success.
2. The note is structured as follows:
  - i. Part 1 – Introduction and Objectives
  - ii. Part 2 – Proposed Structure of the Study
  - iii. Part 3 – Project Plan
  - iv. Part 4 – Project Budget and Timelines
  - v. Part 5 – Next Steps

#### **PART 1 – Introduction and Objectives**

3. Recently, Bosnia and Herzegovina engaged in a series of reform efforts in the criminal justice sector. These reform efforts have predominantly focussed on the courts and police sectors, leaving the prison sector out of focus. Increases in the efficiency and effectiveness of policing and sentencing, that result from these reform efforts, have radical implications for an already over burdened prison sector. With more prisoners being assigned to the prison system, the already alarming conditions experienced by prisoners will be exacerbated.
4. The acute challenges faced by the Bosnian prison system were highlighted in a recent conference “Making our Community Safer, Exploring New Possibilities for Criminal Justice and the Prison System” sponsored by the Canadian International Development Agency (CIDA) and the Council of Europe. At this conference, participants from across the criminal justice system acknowledged the dire position of the current Bosnian prison system and the need for substantive change. It was noted at this forum that the prison sector has been neglected to date, and that attention must be devoted to the sector in order to achieve an effective and joined up criminal justice system. It was also acknowledged that reform in the police and

courts sectors will be severely undermined if problems in the prison system remain unaddressed.

5. The latest EC Justice Review also recognised that the prison sector in BiH is inefficient and ineffective. The review proposed that before any future decisions were made about the prison system, that a feasibility study be conducted. Building on our current work programme with the Bosnian prison sector, *DFID Security, Safety and Access to Justice Programme* (hereafter SSAJP) has accepted, in cooperation with other international and domestic partners, to conduct such a study within the mandate of its current programme.
6. The objectives of the proposed feasibility study are:
  - **To make recommendations for an efficient and effective penal system in Bosnia and Herzegovina through:**
    - Improved regulatory systems;
    - Improved institutional arrangements;
    - Improved prison standards, moving towards achievement of Council European standards;
    - Improved cost-effectiveness; and
    - The development of a strategy which facilitates improved joined up criminal justice.
  - **To make proposals for change which are accompanied by indicative cost implications and timetables.**
7. The proposed timetable for the conduct of the study is short (November 2005 to March 2006). Fortunately, our existing insight into Bosnian prisons and the current criminal justice reform programmes in Bosnia mean that we have been able to clearly identify targeted project activities that will deliver sound recommendations for prison sector reform. We will ensure that these recommendations recognise efforts already underway in other segments of the criminal justice sector. Importantly, the study will build upon SSAJP's existing work with the Bosnian prison system and the relationships that have been built with Ministry and prison staff.
8. We will work with all relevant domestic authorities (State and entity MOJs and governments), as well as international donor agencies in order to ensure that the proposals arising from the feasibility study provide strategic interventions that result

in meaningful change and build long-term effectiveness into the overall penal system.

9. We will work to facilitate donor cooperation and harmonisation in prison sector initiatives. As part of this effort, we will endeavour to share information and knowledge and identify possible areas of donor coordination.

## PART 2 – PROPOSED STRUCTURE OF THE STUDY

10. The study will be delivered by a small team with a mixture of local and international penal expertise and donor-funded consultancy support. Experience from the *SSAJP* is that it is essential to involve local Ministry and prison managers in studies and data clarification exercises of this type. Accordingly, we will ensure that Ministry and prison representatives are closely involved with the project to validate findings and lend valuable insight to our recommendations. The study will be managed by the consultancy expert input to ensure that the project delivers against its terms of reference. It is proposed that the project team be led by the *SSAJP* and supported by representatives of:

- BiH Ministry of Justice
- Federation Ministry of Justice
- RS Ministry of Justice
- Council of Europe
- State Court Registry- Detention Office
- CIDA – Prison Expert
- Expert from Slovenia

11. The project team will meet regularly in order to exchange data and test findings. The project team leader will report to a Steering Group comprising the three Ministers of Justice or their representatives. The Steering Group should meet once to approve the terms of reference at the start of the project and to authorise full co-operation for civil servants with the project. It should then meet to review the project team's analysis of the 'As-Is' and 'To-Be' scenarios and after three months, review the projects proposed recommendations for prison sector reform, and finally, to endorse the proposed action plan.

12. A wider Consultation Group will also be instituted, involving Assistant Ministers, a representative from the State Ministry of Finance, all prison directors, inspectors, budget staff from Ministries of Justice, representatives from police and judicial sector, academics and interested parties from the penal reform sector and 'international advisers' from the Council of Europe's Advisory Board. We anticipate that this group be consulted at least three times during the course of the study – once at the end of Future Scenario stage, once when organisational options are evaluated and during the development of the action plan.

### PART 3 - PROJECT PLAN

13. The table overleaf describes the main project phases and activities to be undertaken in each one. It estimates that 4 months will be required for the study to be completed.

| PROJECT PHASE  | ACTIVITIES   | ELAPSED TIME (estimate) |
|----------------|--|-------------------------|
| 1 Mobilisation | <ul style="list-style-type: none"> <li>- Agree terms of reference with State and Entity Ministers and donors</li> <li>- Agree MoUs with MoJs and int'l agencies specifying data and document sharing arrangements</li> <li>- Agree detailed work plan for the Nov / March as well as reporting mechanisms</li> </ul>   | 4 weeks (October)       |
| 2 Research     | <p><b>2.1 Assess current situation</b></p> <p><b>Existing regulatory framework:</b></p> <ul style="list-style-type: none"> <li>- criminal procedure codes;</li> <li>- sentencing provisions;</li> <li>- prison laws and regulations;</li> <li>- relevant international agreements;</li> <li>- CPT reports.</li> </ul> <p><b>Existing institutional framework:</b></p> <ul style="list-style-type: none"> <li>- current position of three MoJs: management arrangements (meetings and reporting links); accommodation; staffing; budgets; issues/problems identified SSAJP, CoE, CIDA, OSCE, Ombudsman, Others.</li> </ul> <p><b>Existing budgetary framework:</b></p> <ul style="list-style-type: none"> <li>- current budgetary appropriations by the State, both Entities, Cantons, District Brcko;</li> <li>- Medium Term Expenditure Framework.</li> </ul> <p><b>Existing prison population:</b></p> <ul style="list-style-type: none"> <li>- numbers of convicted persons, detainees, gender, juveniles, mentally ill with trends over past three years covering offences and sentences;</li> </ul> <p><b>Existing prison establishments (6 in Rep 7 in Fed and 1 at State):</b></p> <ul style="list-style-type: none"> <li>- accommodation capacity and capability (types of facilities within each prison);</li> <li>- staffing levels competencies and capabilities;</li> <li>- costs incurred by entity and state budgets;</li> </ul> | 12 weeks (Nov-February) |

| PROJECT PHASE                                | ACTIVITIES   | ELAPSED TIME (estimate) |
|--|--|-------------------------|
|  | <ul style="list-style-type: none"> <li>- issues/problems identified by SSAJP, CoE, CIDA, OSCE, Ombudsman, Others</li> </ul> <p><b>2.2 Future projections</b> (5-10 years ahead)</p> <ul style="list-style-type: none"> <li>o forecast prisoner numbers, detainees, gender, juveniles, mentally ill, covering offences and sentences</li> <li>o standards to be achieved for prisoners in respect of regimes both during and post sentence covering community based sanctions, prison and parole</li> <li>o standards/ characteristics for organisation supervising prisons and other sanctions and providing accountability to Parliament and the public</li> <li>o standards / characteristics for prisons, community based organisations</li> </ul> <p><b>2.3 Identify international examples</b></p> <ul style="list-style-type: none"> <li>- relevant experience from other countries, especially Poland, Slovenia and Croatia</li> </ul>            |                         |
| <b>3 Analysis of options and conclusions</b> | <p><b>3.1 Propose and describe potential organisational options to deliver prison sector reform.</b></p> <p><b>3.2 Select</b> preferred option and prepare rationale. Describe requirements of new organisation, including staff, budget and accountability requirements. Describe how it will work alongside (or absorb?) the State prison and detention facilities.</p> <p><b>3.3 Recommend changes</b> that can and should be made whatever organisational structure is chosen, to promote the objectives of higher standards, greater cost-effectiveness and developing a penal strategy. These should cover issues identified as problems in the previous phases, eg:</p> <ul style="list-style-type: none"> <li>o regimes for different risk category prisoners and eg juveniles, women etc</li> <li>o rehabilitation</li> <li>o inspection and standard-setting</li> <li>o post-release supervision</li> <li>o alternatives to custody</li> </ul> | 4 weeks                 |
|  |  | <b>TOTAL 20 weeks</b>   |

## Annex 2 - PHASE 2 – RESEARCH & ANALYSIS

### Annex 2A – Systems thinking

Systems thinking is both a mindset and particular set of tools for identifying and mapping the inter-related nature and complexity of real world situations. It encourages explicit recognition of causes and effects, drivers and impacts, and in so doing helps anticipate the effect a policy intervention is likely to have on variables or issues of interest. The process of applying systems thinking to a situation is a way of bringing to light the different assumptions held by stakeholders or team members about the way the world works.

Systems thinking is particularly powerful for understanding dynamic complexity, which stems from the relationships between factors in a system. A dynamically complex system cannot simply be broken down into pieces in the same way as a structurally complex system, which derives its complexity simply from the sheer number of factors involved. Where structural complexity can be modelled and managed using databases and spreadsheets, dynamic complexity needs a more organic approach to understand the complex web of influences that often results in various forms of feedback loops. Such loops add a time dimension to system complexity and often magnify or dampen the intended effect of an action in a non-obvious manner.

The core tool in systems thinking is the influence diagram, which captures graphically how each factor or variable in a system influences the others. Arrows are used to indicate the direction of the influence together with a '+' or '-' sign to show whether an increase in the one variable leads to an increase or decrease in the other. A double line across an arrow indicates a delay before the influence is felt.

In the diagram below, an increase in training leads to an immediate increase in costs, but – via a delayed increase in morale which in turn reduces staff turnover and hence recruitment – a delayed reduction in costs.

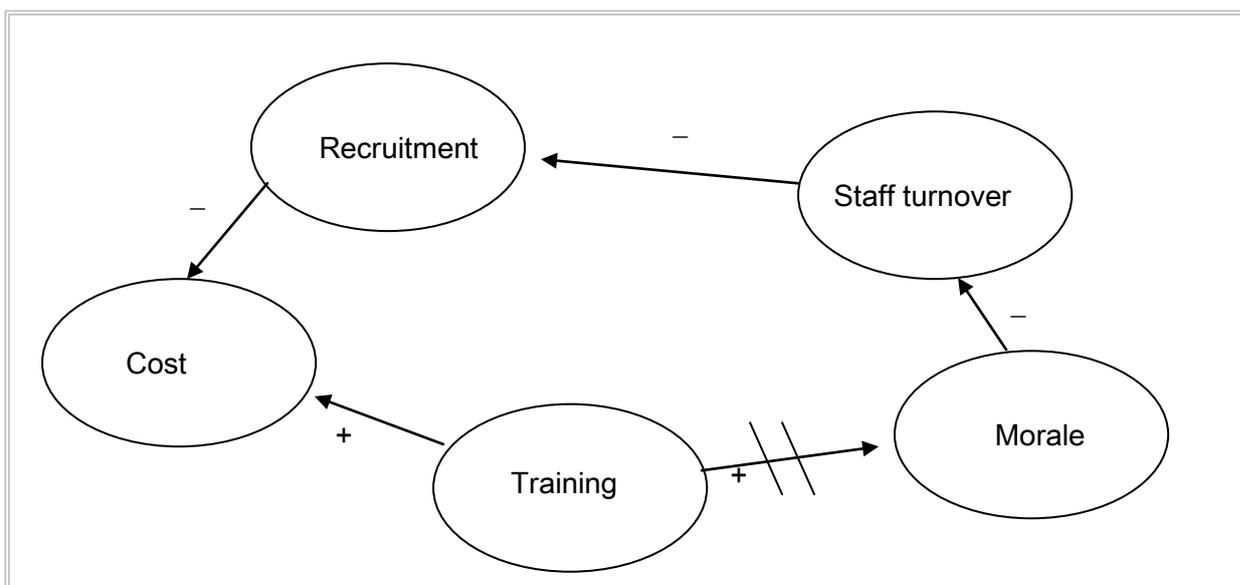


Figure 12 – Example influence diagram

### Annex 2B – Tips for undertaking international comparisons

- Examine international comparisons at the most useful stage in the project – you need to have developed your own thinking sufficiently in order to ask detailed and focussed questions (especially if you are visiting in person) but it also needs to be early enough in the project to allow comparative international experience to shape your subsequent thinking.
- Specify carefully a limited number of cities, states or countries (around 6) and what is required in the comparison; context is very important. The team should be prepared to take the comparison work forward – academics (if you ask one to do the study) are often not best placed to draw out the issues, gaps and implications for Dubai. It can be difficult to get anything other than anecdotal evidence even from 'experts'.
- The quality of evidence available internationally may be fairly patchy, especially when there is a lack of comparability in data sets between countries. Lack of familiarity with a different policy setting, and lack of time available to devote to international comparisons, makes unpicking research carried out overseas more difficult than analysing local research findings.

- International comparisons are best used when the issue being addressed is very clear-cut (the regulation of simple monopolies for example). They are least useful where important underlying circumstances are radically different.
- It is easy to get bogged down in irrelevant details whilst trying to get to grips with a new policy setting – the trick is to isolate and focus on the most relevant facts.

## Annex 2C – Forecasting and scenarios

To understand the problem you are examining you may need to look to future expected results as well as looking at historical data. Forecasting and scenario development can both help you to explore how the current problem might develop.

Forecasting identifies and tracks past trends and extrapolates them into the future. Typically, it is used to track over time (time-series forecasting), and to make predictions about differences among people, firms or other objects (cross-sectional forecasting). As well as quantitative (statistical methods), it also includes the use of more qualitative (judgmental) methods.

Quantitative forecasts are usually more objective, relatively inexpensive and easy to use. Qualitative forecasts can be valuable predictors of new trends, by using the creativity and good judgement of experts. But remember that quantitative forecasts can be misleading. The past is not always predictive of the future. Such forecasts do not take into account unpredictable changes or discoveries (e.g. discovery of new natural resources) or 'wild cards' (e.g. unexpected acts of terrorism). When using qualitative forecasts it is particularly difficult to distinguish between short term 'fads' and long term trends.

### (i) Quantitative Analysis

Quantitative trend analysis is probably the most common forecasting method. It relies on the statistical analysis of historical data – in other words it is relatively objective. Quantitative techniques include extrapolation (such as moving averages, linear projections against time or exponential smoothing) and econometric methods (typically using regression techniques to estimate the effects of causal variables). This type of

analysis is commonly used to forecast demographic and economic changes where extrapolating over time is believed to have some validity.

- **Simple Moving Averages** - The best-known forecasting method is moving averages. You simply take a certain number of past periods and add them together, then divide by the number of periods. Simple Moving Averages (MA) is an effective and efficient tool provided the time series is stationary in both mean and variance. The following formula is used in finding the moving average of order  $n$ ,  $MA(n)$  for a period  $t+1$ ,  $MA_{t+1} = [Dt + Dt-1 + \dots + Dt-n+1] / n$  where  $n$  is the number of observations used in the calculation. The forecast for time period  $t+ 1$  is the forecast for all future time periods. However, this forecast is revised only when new data becomes available.
- **Weighted Moving Averages** – this is a very powerful and economical tool. It is widely used where repeated forecasts are required. As an example, a Weighted Moving Averages is:  $Weighted\ MA(3) = w1.Dt + w2.Dt-1 + w3.Dt-2$  where the weights are any positive numbers such that:  $w1 + w2 + w3 = 1$ . A typical weights for this example is,  $w1 = 3/(1 + 2 + 3) = 3/6$ ,  $w2 = 2/6$ , and  $w3 = 1/6$ .
- **Linear Projection** is used to estimate values in future periods. By taking historical data, an actual growth rate can be determined. This rate is then applied to the last known year and run forward. The validity of the growth rate found in historical data depends largely on the number of reference points and the period over which they are found. Obviously, the more reference points and the longer the period, the better. Linear projection will only serve as a predictor of future values if future trend determinants are the same as historical determinants. Therefore, factors such as technological innovation, changes in behaviour and radical economic shifts can all mean that historical determinants are no guide to future trends.

Often it is difficult to find sufficient data to allow detailed quantitative analysis. Techniques to address this problem include estimation, mirroring and triangulation:

- **Estimation** - One of the key difficulties in conducting forecasting is a lack of available data. If this is the case, estimation may be suitable. The most common forms of estimation are to ask an expert or group of experts to use their experience to formulate an opinion or to develop a case study. The most important thing is to ensure that your assumptions are clearly noted, so that the

model users are able to adjust the assumptions if more accurate data comes to light.

- **Mirroring.** This method can be used when you identify a corresponding event. For example a particular prescription drug may always be purchased in conjunction with another drug. You may be able to ascertain the sales of the second drug by adding up quantities from annual reports, and then 'mirror' that number to find an estimation of the number of sales of the first drug.
- **Triangulation** - When developing a model, data is often incomplete or approximate. In other instances you may have several sources of data that conflict. One way of developing a base to work from is to triangulate the available information to develop a defensible average. Three sources of comparable data are needed. These may be obtained by various methods – extrapolation, expert estimation, case studies, literature reviews, etc. Once the information from all sources is standardised (that is using the same base, units, denomination, etc), an average is taken. Usually it is a straight average, though sometimes you may weight some of the information sources to reflect a higher quality data source.

## (ii) Qualitative Analysis

Qualitative trend analysis is more subjective and is concerned mainly with social, institutional, commercial and political themes (i.e. things which may not be linearly related to the past). For example, qualitative trend analyses deal with issues such as:

- What is the future of women's organisations?
- What is the future of NGOs?
- What is the future of the entertainment business?

One of the most common forms of qualitative trend analysis is the identification of 'megatrends' – driving forces which can change society in all spheres e.g. politics, economics, technology, values and social relations. Other tools include scenarios and analogies.

**References** For comprehensive information on all aspects of forecasting see the Forecasting Principles website site run by Wharton Business School.

## Scenario Design

Quantitative and qualitative trend analyses together form the basis for scenario design. Different

Combinations of key trends are used to describe possible pictures of the future, which can then be used to design or test policy. Scenarios are used to identify a number of possible alternative futures and, optionally, how we might get there. They are not predictions of the future. They show how different interpretations of the driving forces of change can lead to different possible futures. By setting up several scenarios a possibility space is created and it is within this space that the future is likely to unfold. Scenarios are an important and useful tool in providing a neutral space (the future) for discussion, helping to build consensus on the key issues facing all stakeholders. They:

- Offer an inclusive and consultative process
- Can reflect the views and challenges facing all stakeholders
- Are a useful tool for organisational learning
- Use stories to describe strategic issues
- Allow detailed analysis to be woven in.

Scenarios can be used over any time scale, dependent on the primary objective for using them.

Good scenarios:

- Are based on analysis of change drivers
- Allow critical uncertainties and predetermined elements to be distinguished
- Are compelling and credible
- Are internally logical and consistent.

Scenarios may assist you to make recommendations but they do not, in themselves, make the decisions. Nor can they ever be entirely right (although elements of each scenario could be) or persuade everybody. When building scenarios, the focus of interest needs to be agreed, the change drivers identified and the key uncertainties mapped to determine the critical planning area for scenario development – the area of uncertain, important change drivers. For scenarios to be effective they need to be plausible and compelling (as opposed to being implausible or obvious), as well as being stretching – taking their intended audience into what can be 'uncomfortable' territory. There is a risk or even likelihood that audiences may 'pull back' from such scenarios. As far as possible, the audience should be used for developing the scenarios and testing and verifying the plausibility and areas of comfort or discomfort in each scenario.

Typical steps in scenario generation are:

1. *Assemble the scenario team* - the core team will be responsible for project and workshop management, providing sponsoring departments' points of view and internal communications. Experienced scenario-planners should also form part of the team - to lead the process and ensure clarity about the focus of interest.

2. *Identify drivers of change* - It is often best to use workshops to do this. You should determine the 'mix' of stakeholder groups and size and number of workshops required (suggested bare minimum: 10 people, one half day workshop). Ensure participants understand the purpose, format and outputs from the workshop (and have good prebriefing materials). Brainstorm on drivers of change: compiling an unfiltered list; disposing of obviously invalid drivers and sorting and categorising the list.

3. *Bring drivers together into a viable framework* - The next step is to link these drivers together to provide a meaningful framework. This should involve grouping the drivers into combinations that are meaningful. This is probably the most difficult conceptual step and intuition will be important.

4. *Produce initial mini-scenarios* - The outcome of the previous step is usually between seven and nine logical groupings of drivers. Having placed factors in these groups work out, very approximately at this stage, what is the connection between them? What does each group of drivers represent?

5. *Reduce scenarios* - The main action at this stage is to reduce the seven to nine mini-scenarios into two or three larger scenarios. The challenge is to come down to finding just 2 or 3 "containers" into which all the topics can sensibly be fitted. This usually requires considerable amount of debate but usually produces fundamental insights into what are the really important issues. The main reason for reducing to 2, 3 or 4 scenarios is a practical one.

6. *Testing the scenarios* - Having grouped the drivers into scenarios, the next step is to test them for viability. Do they make sense? If they don't intuitively "hang together" then why not?

The usual problem is that one of more of the assumptions turns out to be unrealistic. If so, then you need to return to the second step. The key point to remember is that

developing scenarios is likely to be an iterative process.

*7. Write the scenarios* - Once tested for viability, the scenarios should be written up in the format most useful for the project (you may be using the scenarios with stakeholders or with your project sponsor or Steering Group).

*8. Validation of Scenarios* - Once written up, the scenarios should go through a consultation phase to allow them to be approved and revised. Original workshop delegates should always be consulted but the audience for scenario testing may be much wider - putting up on an electronic forum can be useful (but the scenarios should have a caveat stressing they are in development). The key message here is to cast your net wide.

### Annex 2D - Example headings for an interim analytical report

- what is the situation?
- what are the problems?
- what is the relative significance or impact of the different problems?
- what is causing the problem?
- how do we currently tackle the problem? How do others tackle them?
- is this working?
- how is the situation likely to change in the future?

### Annex 2E - Example process flow model (from the UK Criminal Justice system)

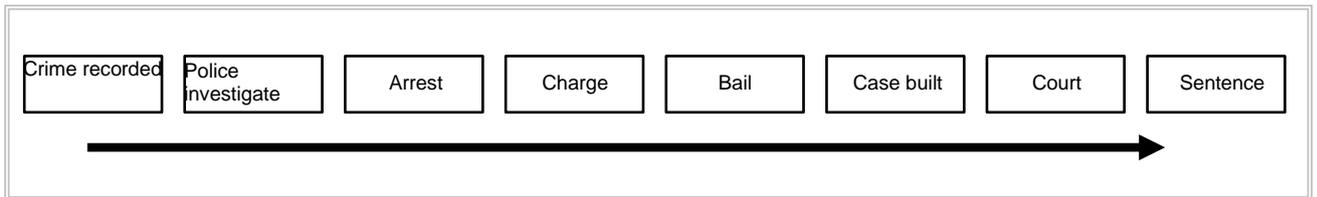


Figure 13 - Process flow model

## Annex 3 – PHASE 3 – OPTIONS

### Annex 3A – Creativity techniques

#### ***Brainstorming***

Possibly the simplest technique is the widely-used ‘brainstorming’ session. To make the session productive, you need to set a few groundrules. Most importantly, there must be agreement that all suggestions will be greeted positively (writing every idea down on a flipchart is a good way of demonstrating that all are valued). It is also important to allow enough time for the session and to generate the right atmosphere by getting people to relax and encouraging them to think outside their normal range.

#### ***Six Hats***

Another technique is Edward de Bono’s Six Thinking Hats ®. This technique can help you to organise your thinking and make it more effective and more powerful. The approach is widely used by multi-national organisations, such as Siemens, IBM and Shell.

The hats represent alternative perspectives from which to view an issue. By wearing one hat at a time, the energy of the team can be focused in a particular direction allowing opinions and ideas to be expressed more freely. It also helps your team to avoid unnecessary conflict.

The six hats are each given a different colour:

- The white hat is neutral and focuses exclusively and directly on the facts
- The red hat allows for emotions and intuition
- The black hat advises caution, pointing out the risks, threats and obstacles
- The yellow hat sets out to find the benefits and how an idea might be put into practice
- The green hat is used to put forward new ideas, building upon existing proposals; and
- The blue hat defines the problem and organises the thinking.

A more recent technique has been developed by the UK Consultancy,? What!f!. Their technique is called the ‘4 Rs’. The 4Rs are:

- random links
- revolution

- re-expression
- related worlds

### ***Random Links***

This is the easiest to do, is very effective and feels the most creative of the four. There are

2 rules: the random item must be truly random; and you must find a connection. The random item can be physical (a tennis ball, some feathers, a glove . . .) or a word picked at random from a book or a list of words. To follow the technique, individuals or teams must then think about the characteristics of the random stimulus, and apply them back to your problem.

Example: You are looking at the problem of young adults' education; your random object is a pack of sweets. The sort of connections you may start to make might include:

- Sweets are small treats – divide courses into very short sessions, with a reward for each day completed.
- Sweets are full of sugar, which gives you energy – emphasise how learning makes you more interested in learning more.
- A packet of sweets is easy to carry around – make course notes into pocket books, or put them onto CD so people can study on the move.

There are thousands of other connections that can be made. Each of these ideas would collapse easily if faced with criticism at this stage; so they need to be built upon and supported. An idea should never be discarded until it has been given a chance.

### ***Revolution***

This is creativity at its most provocative. It is the deliberate challenging of rules and assumptions. Very often, our ability to come up with innovative ideas is limited rules that we may not explicitly have recognised. These 'unconscious' assumptions can be challenged very effectively by the revolution technique. It simply involves asking 'revolutionary' questions that attempt to turn your problem upside down or look at it from a very different angle. For example, you might ask:

- What if we did nothing?
- What if we had to do it at half the cost? - reduce adult learning courses to bare essentials and have 'key points' packs
- What if demand was twice as high? - Energy may lead to home study groups

- What if we reversed the process? - Young adults have to teach a skill to others
- What if we exaggerated the issue? - Information everywhere: billboards with facts and figures, bus tickets with useful foreign words.

### *Re-expression*

The way tasks and issues are expressed tends to be limited. We rely on jargon, which sends us off down the same old rivers of thought. Describing the problem in a different way can make the brain jump to a new river. Re-expression is a way to do this:

- Re-express with alternative words
- Re-express using different senses
- Re-express from someone else's perspective (e.g. a child, an alien)

### *Related worlds*

Never assume you are the only person to have faced an issue like the one you are facing, or that you cannot learn from the world around you. Related worlds is a technique that allows you to harness the experience of others in a creative way. For example, the roll-on deodorant was invented by stealing the principles from ball-point pens. To try this in practice, visit other businesses, talk to people not in the field and look in other disciplines (e.g. nature).

## **Annex 3B – Modelling**

Modelling is a very useful analytical tool that aims to establish formal mathematical relationships between variables. Models can take a variety of forms, and it is important to select the right model for the circumstances:

- In some situations, the variables and issues of interest can be narrowly and tightly defined, in which case the model should in turn be narrow in its coverage, but detailed within its boundaries.
- In other circumstances, variables and issues of interest may go much wider (e.g. impact on the whole economy), in which case the model will inevitably be less detailed, but with much wider coverage.

Another choice to be made will be with regard to the degree of quantification. Is it necessary to determine the amount of an impact, and can the data tell us this information? Or is a qualitative indication of impact (i.e. direction of effect) sufficient?

Once the right type and level of model has been selected, the key is then to understand the model's structure:

- If the modelling work is going to be carried out in-house, an appropriate functional form will need to be decided and the necessary data collected.
- Models will often be "bought in" from outside, rather than developed in-house. But this should never be an excuse for simply treating them as a "black box", without understanding what makes them tick.

It is vital to understand why/how models produce the results they do, always ask: Which variables in the model are driving the results obtained? In either case, it will be important to get a good feel for the key determinants of the model's results, so that they can be used appropriately and intelligently. For example, is the model based on relationships estimated on historic data? Or does it use survey data? To what extent does it incorporate behavioural change?

**Modelling Tips** - Modelling is not just data mining, it needs to be based on theoretical foundations. Sensitivity analysis (i.e. assessing the impact of varying assumptions or variables) is useful in understanding what drives a model's results. You need clarity about what is endogenous (within) and what is exogenous to (outside) the model. And a rich data set is needed to construct a robust model. Modelling can be very time and resource intensive - hence the likelihood of choosing to buy-in existing models.

### **Econometric Modelling**

This is the application of mathematical and statistical techniques to economic and social problems. Econometric studies proceed by formulating a mathematical model, then, using the best data available, statistical methods are used to obtain estimates of the parameters in the model. Methods of statistical inference are then used to decide whether the hypothesis underlying the model can be rejected or not. Econometrics is thus concerned with testing the validity of economic and social theories and providing the means of making quantitative predictions. Regression analysis is a major tool of econometrics. It permits different hypotheses to be tested about the forms of the relationship and the variables that should be included in it. Regression analysis is used to determine relationships between variables that analysts believe intuitively to be related. Once a relationship is established, it can be used to forecast the outcome. In business, regression analysis is often used to examine the relationship between:

- Sales, price, promotion and market factors
- Production costs to production volumes

### Annex 3C – Cost benefit analysis (CBA)

This is a useful way to assess different policy options. This technique involves estimating the costs involved in implementing an option, against the benefits it is predicted to bring. The process for CBA or cost effectiveness analysis (CEA) is

- Define the objectives
- Identify the options (including a 'do nothing' option)
- Identify and, if possible, quantify and value the costs, benefits, risks and uncertainties
- Analyse the information
- Present the results.

If implementation will take longer than one year, consider discounting future costs and benefits to state them in 'present values'. The ratio of costs to benefits will give you a final figure for your assessment. If the costs and/or benefits of your preferred option(s) are hard to assess, this is a strong argument for testing the new policy in a limited area or areas (piloting) before it is implemented in full.

Cost-benefit and cost-effectiveness analysis sum up all of the costs and all of the benefits associated with an option using a common metric, typically monetary units. This enables the calculation of the net cost or benefit associated with an option. All options with a net benefit are worth doing - the one with the greatest net benefit is the most worth doing.

#### **Cost-benefit analysis (CBA):**

Cost-benefit analysis suggests that a monetary value can be placed on all the costs and benefits of a policy, including tangible and intangible returns to other people and organisations in addition to those immediately impacted. Decisions are made by comparing the present value of the costs with the present value of the benefits of the strategy. Decisions are based on whether there is a net benefit or cost to the strategy, i.e. total benefits less total costs.

Costs and benefits that occur in the future have less weight attached to them in a cost-benefit analysis. To account for this, it is necessary to discount, or reduce, the value of

future costs or benefits to place them on a par with costs and benefits incurred today. The sum of the discounted benefits of an option minus the sum of the discounted costs, all discounted to the same base date, is the net present value of the option.

There are no rules as to the level of detail required, but it should reflect the significance of the options being assessed. CBA should typically take a broad view of costs and benefits, including indirect and longer term effects, reflecting the interests of taxpayers and users of public services and those affected in other ways by government activity.

Although in practice monetary valuation is often difficult, it can be done and, despite difficulties, cost-benefit analysis is an approach which is valuable if its limitations are understood. Its major benefit is in forcing people to be explicit about the various factors which should influence strategic choice.

#### **Cost-effectiveness analysis (CEA)**

Cost-effectiveness analysis is an alternative to cost-benefit analysis. CEA is most useful when analysts face constraints which prevent them from conducting CBA. The most common constraint is the inability or unwillingness of analysts to value benefits.

CEA measures costs in a common monetary value (normally £) and effectiveness in physical units. Because the two are incommensurable, they cannot be added or subtracted to obtain a single criterion measure. You can compute the ratio of costs to effectiveness in the following ways:

1  $CE \text{ ratio} = C1/E1$

2  $EC \text{ ratio} = E1/C1$

Where: C1 = the cost of option 1 (in UAED); and E1 = the effectiveness of option 1 (in physical units). Equation 1. represents the cost per unit of effectiveness (e.g. £/life saved). Projects can be rank ordered by CE ratio from lowest to highest. The most cost-effective project has the lowest CE ratio. Equation 2. is the effectiveness per unit of cost (e.g. lives saved/£). Projects should be ranked from highest to lowest EC ratios.

The outputs to be ranked by cost-effectiveness analysis will often be social or environmental in nature. For example, work in health economics looking at the cost-effectiveness of different treatments, or work to assess the net costs of different ways of reducing greenhouse gases. As with CBA, the level of detail for the analysis will

typically depend on the specific issue being addressed, but should take a broad view of costs and benefits.

### Annex 3D - Template for a policy submission from Department to EC or Sector Committee

|  |                        |
|--|------------------------|
| <b>Department/s Making Submission:</b> | <b>EC Ref XXX/2006</b> |
|--|------------------------|

#### Summary of Proposal:

Description of policy proposal, its links to Dubai Strategic Plan or Sector strategies – what strategic aim will this contribute to and how?

#### Recommendation:

Clear statement of what EC is being asked to decide  
If the proposal is agreed, is a public announcement necessary?

**Timing:** When is a decision needed? When would funds be necessary?

#### Fiscal Impact

| Budget Item        | F/Y 2006<br>'000 UAED | F/Y 2007<br>'000 UAED | F/Y 2008<br>'000 UAED |
|--------------------|-----------------------|-----------------------|-----------------------|
| Recurrent/ Capital |                       |                       |                       |
| Total              |                       |                       |                       |

#### Options Appraisal

What options have been considered and what criteria used to assess them? Give summary of options assessment and reasons for recommendation made

#### Implementation

Who will be responsible for implementation? How will results be monitored and reported? What is the timetable? What are the major risks and how will they be managed?

#### Consultation:

Which Departments have been consulted? Is there agreement? Has this proposal been considered by a Sector Committee? If so, what was outcome and give Ref of Sector Committee paper and decision. If not, explain why it is justified to take the proposal direct to EC. Has there been public consultation?

#### Communication

If the proposal is agreed, how will it be communicated? A communication strategy should be prepared by the originating Department wherever necessary

## Annex 4 – PHASE 4 – IMPLEMENTATION & PLANNING

### Annex 4A – Template for policy project final report

**Foreword** – by project sponsor; explain status of report (whether it is agreed government policy, whether proposals for consultation etc)

**Executive Summary** – key points (the story on one page) including the issue and why it matters; causes; solution and the most important conclusions

**Introduction** – background; scope of the project; how the project was carried out; structure of report

**Analysis of the issue** – what is happening and why it matter; what are the causes and barriers to change; what are the underlying Market or government failures that are creating the problem

**Where do we want to get to?** – What is the vision? – What is the long term strategic goal? What are the objectives?

**How do we get there?** – solutions – analysis of the role of government, the private sector and/or other players; analysis of possible interventions (options appraisal); recommendations

Implementation plans – responsibilities and timetable; monitoring arrangements; evaluation plans and key success measures

**Annexes** e.g. project team, sponsor and Steering Group; methodology; summary of research & evaluation; organisations/individuals consulted; References; international comparisons.

## Annex 5 – PHASE 5 – STAKEHOLDER MANAGEMENT

### Annex 5A - Example communications plan

#### 1. Why? - The purpose of communications

The President wants to make significant improvements to the effectiveness and efficiency of the Centre of Government. As part of the overall reforms, the OAA has already shed staff and functions. A new Cabinet Secretariat is to be established within OoP by October and further reforms are planned, to rationalise the AOO and to develop a coherent framework of Cabinet Committees to provide a structured mechanism for policy formulation and implementation in different sectors.

This represents a major change programme.

Change is unsettling for those affected, and many people will be affected by these changes - hundreds of staff in OoP and OAA and thousands in the wider central government civil service. A change programme of this magnitude runs risks - not least that staff will become disaffected, demotivated and ineffective.

Clear and well timed communications can reduce these risks and help to build an environment in which change can take root and bear fruit. It will be more effective if it facilitates two-way communication, so individuals can ask questions, express views and concerns.

This change will be felt most directly by individuals within Government, hence the majority of activities specified below are concerned with communication *internally* to this government audience. But the purpose of the change programme for the centre of Government is very much externally facing - to provide more effective policy making and delivery to benefit the people of Afghanistan. Hence it may be decided to devote some efforts to publicising the change to an *external* audience - Afghan citizens and the international donor community.

## 2. What? - The outcomes to be achieved

The specific objectives of the Communications Strategy will be to:

- ***Inform directly affected staff in OoP and OAA*** what changes are planned and when. This will reduce rumours fear, misunderstanding and misinformation. Staff will want to know the impact these changes will have and should be able to ask questions and to express their concerns.
- ***Inform staff in Ministries who will be indirectly affected by change*** again, the implications of change should be explained and an opportunity given to contribute ideas and ask questions. This will help reduce scepticism and build support in the centre of Government for the reform strategy
- ***Wider communication outside Government*** would help improve citizens' and donors' confidence in the Government its commitment to improvement and its determination to take action to make change happen

### 3. How? - The audiences, messages, media and timing

| Audience   | Messages  | Timing  | Means of communication   |
|--|---|---|--|
| OoP and OAA staff  | <ul style="list-style-type: none"> <li>The purpose of change is to improve effectiveness and efficiency of centre of Government, to reduce duplication and confusion and enable it to make and implement policy better to benefit the people of Afghanistan</li> <li><b>Some functions and staff will be transferred. Efforts will be made to avoid or minimise any staff redundancies. All staff will have an opportunity to ask questions and voice concerns. In the first instance, if you are worried speak to your line manager</b> - Give contact point for further enquiries if as suggested an email or telephone question line is established</li> <li>Phase 1 of the reforms, establishing a Cabinet Secretariat function within the OoP, will start to be implemented from August 2004. The rationalisation of OAA and OoP will continue through 04. It is expected changes will be complete by April 05.</li> <li>[Set out more detail on planned stages of reform and timing]</li> </ul> | <b>Start in August 04 and continue regular updates until change programme completed</b> | <ul style="list-style-type: none"> <li>Newsletters to staff, or staff notice boards</li> <li>Open staff meetings</li> <li>Briefings of OAA staff by Heads of each section</li> <li><b>?Establish a central enquiry point with telephone and email address to which staff can send questions or concerns</b></li> </ul> |
| Wider civil service  | <ul style="list-style-type: none"> <li>The purpose of change is to improve effectiveness and efficiency of centre of Government, to reduce duplication and confusion and enable it to make and implement policy better to benefit the people of Afghanistan</li> <li>Ministries interacting with the centre of government should notice more streamlined and effective ways of working, though of course the new procedures will take some time to be fully embedded.</li> <li>In time, the new Cabinet Secretariat will provide expert advice for Ministries on Cabinet business and procedures. It will support and supervise Ministries in implementing Cabinet decisions, helping resolve problems and remove blockages</li> </ul>  | <b>From October 2004 until change programme complete</b>                                | <p>Newsletters to staff, or staff notice boards</p> <p>If a central enquiry point</p>  |
| External audience - donor community and local Afghan media | <ul style="list-style-type: none"> <li>The President is committed to reforming the centre of Government to enable him more effectively to execute his duties under the Constitution to make and implement policies for the benefit of the people of Afghanistan. Reform has been too slow and real evidence of change is necessary now.</li> <li>An Afghan solution is required and will be implemented. Though the Constitution provides for a strong executive Presidency, the President will continue to govern through consensus and will establishing forums within central Government to work with his Ministers, consult provincial administrations and - in due course - the National Assembly. These forums will be underpinned and served by expert, politically neutral civil servants in a reformed OoP.</li> </ul>   | <b>Best after October elections</b>   | <ul style="list-style-type: none"> <li><b>Media briefings</b></li> <li><b>Press release</b></li> </ul>   |

Table 7 - The audiences, messages, media and timing

#### 4. Risks and issues

##### ***Resourcing the communications drive***

Good communication does not have to be expensive. The most important thing is to develop clear and consistent messages.

But part-time staff resources will be necessary (e.g. to answer questions raised by individuals through an email address or telephone line) and a senior individual will be needed visible figurehead and champion of the change.

##### ***External communication - political neutrality of civil servants***

It is important to preserve the political neutrality of civil servants and of the Government machinery. Thus if Government resources and staff are to be employed on any external communications drive, this must be - and be seen to be - quite separate from the election campaign of any Presidential candidate.

##### ***External communication - getting the message across***

If it is decided to pursue external communications, it will have to be considered how newsworthy centre of Government reform will be considered. It might be necessary to tack messages about Government reform onto other bigger stories, e.g. appointment of new Ministers after the election or agreement of the Budget.