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# **Policy Analysis as a Profession in Government: Who Does What and How**

Mahabat Baimyrzaeva



OCCASIONAL PAPER NO.2, 2013





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## **Abstract**

Good quality policy analysis is a precondition for sound government decisions. Yet, policy analysis has been a neglected discipline in many countries. This paper provides a general overview of what policy analysis is, who conducts it, and why. It also provides guidelines for conducting policy analysis with a focus on key steps, along with tips for research and writing. This paper can be useful for policy analysts in government and for anyone who wish to influence public policy.

## **Keywords**

Public policy, policy analysis, policy research and writing

**JEL Codes:** H83, H11

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## 1. Introduction

Policy analysts are like doctors in some ways. They both diagnose problems and come up with solutions to address those problems. Just as doctors need to understand what causes the illness and compare potential of alternative treatment options before prescribing a treatment, policy analysts too identify solutions to public policy problems by examining the latter's causes, symptoms, and other relevant factors. Potential policy solutions are identified and compared, and more promising ones are selected. If the diagnosis is wrong (i.e. the wrong problem is identified) or if the proposed treatment is inappropriate, the patient's situation may deteriorate. Also, like doctors, analysts need accurate and timely information in order to generate sound policy recommendations.

There are of course important differences between the two professions. Doctor's patient is often an individual, whereas public policy analyst typically caters to the interests of the entire society. Therefore the significance and consequences of policy analysis is often more dramatic. Also, unlike doctors, who diagnose illness as well as develop and implement treatment plan, policy analysts' goal is to diagnose public policy problems and to generate sound recommendations. Policy analysts do not implement their own recommendations. They advise politicians and senior civil servants in order to help them make better policy decisions.

This paper explains what policy analysis is, who conducts it and why. It also provides guidelines for conducting policy analysis, with a focus on key steps and the research and writing process.

This overview is prepared for senior civil servants from the Kyrgyz Republic, Tajikistan and Afghanistan. Other audiences such as think tanks also could find this paper useful.

## 2. Characteristics of Good Public Policy Analysis

### 2.1 Public Policy Problems

Let's first establish what makes a problem a *public* policy problem. Not all problems are *public* policy problems. A public policy problem is one that is deserving the attention of public officials or government because it:

- Affects the public interest (such as a decision to join the Customs Union).
- Has consequences for a large segment of the population (such as the issue of water contamination)
- Affects key shared social values (such as the torture of prisoners).

Problems which can be solved by individual citizens or private groups and are outside of government's purview are not considered public policy problems unless they meet the above three conditions.

## 2.2 Policy Analysis

Policy analysis is not the same as policy planning, academic research, or journalism, although all may have a common focus on policy problems<sup>1</sup>. For example, many former socialist countries still operate in a central [policy] planning mode. The planning approach identifies long range goals and objectives often without regard to political realities and other relevant conditions. In contrast, policy analysis identifies specific problems and solutions to them taking into account relevant political, economic, and other contexts, challenges, and opportunities.

While academic research often contains policy relevant information and serves as a resource for policy analysts, the primary goal of academic researchers tends to be generation of new knowledge. In contrast, research undertaken in the process of policy analysis has an applied nature, i.e. is conducted for a specific client (organization/decision maker) and attempts to address an actual policy problem or opportunity.

Journalists raise and report about policy issues, opportunities, and solutions. Since their goal is to inform public about policy issues and problems, they are not always concerned with providing in depth and balanced analysis of the policy problems and solutions using comprehensive criteria.

Good policy analysis has the following characteristics:

- **Relevance and practicality:** Does the analysis address the main issue/problem? Or does it waste attention by focusing on general issues, the wrong problem or only on its symptoms? Does it *help* decision makers identify a better solution or does it further confuse them with unnecessary information?
- **Accuracy and reliability:** Are arguments and statements supported by good quality and relevant information, data and evidence? Are conclusions, recommendations, arguments and inferences substantiated?
- **Comprehensiveness:** Does the analysis take into account key dimensions and relevant contexts of the problem? Or does its narrow focus render it irrelevant?
- **Clarity and succinctness:** Does the analysis help decision makers obtain clarity about the problem and alternative policy solutions without getting buried in excessive detail? Does the analysis make clear which policy alternative is more desirable and why?
- **Timeliness:** Is the analysis timely and provided when it is needed? The policy process can be extremely time sensitive. Even good policy advice is of no use if provided late. "A timely but imperfect analysis that improves the quality of decision is almost always better than no analysis at all."<sup>2</sup>

<sup>1</sup> David L. Weimer and Aidan R. Vining, *Policy Analysis: Concepts and Practice* (3rd Edition) (Upper Saddle River, NJ: Prentice-Hall, 1999), 30.

<sup>2</sup> Juliet Musso, Bob Biller and Bob Myrtle, *The Tradecraft of Writing for Policy Analysis and Management*, School of Policy, Planning, and Development (University of Southern California, February, 1999). <http://priceschool.usc.edu/files/documents/students/resources/tradecraft.pdf>

## 2.3 Significance of Policy Analysis

Good policy analysis is a critical precondition of effective policy decision making. When done well, policy analysis can have multiple beneficial effects, including those listed below.

- **Facilitating the adoption of more effective policies** by identifying and systematically comparing potential solutions against clear goals (criteria). Note that the criteria should be based on the country's specific circumstances. Unfortunately, comparison of solutions and use of localised criteria are often missing from policy advice. Instead, decisions are often based on pre-conceived solutions borrowed from other countries or from donors. This can lead to ill-suited decisions, and even create new problems.
- **Identifying the lowest-cost solutions** and saving taxpayers' money. When the problem and proposed solutions are not correctly identified and thoroughly analysed, government may address the wrong problem or implement the wrong solution, wasting money while leaving the original problem unsolved.
- **Advancing public interest and preventing private interests from hijacking the process** by thoroughly analysing the problem and proposed solutions, and justifying the solutions based on explicit criteria based on specified goals. This ensures that the decision making process is less vulnerable to corruption and more conducive to advancing public interest. When decisions are made without thorough inquiry and good quality evidence, it becomes easier to adopt solutions that favour the private interests of individual stakeholders.

Conversely, when done poorly, policy analysis can compound risks. Without good policy analysis based on solid and systematic thinking and strong evidence, the quality of government decisions will suffer, as will government budgets and legitimacy.

Not surprisingly, the governments which rank high on human development indicators place high importance on pragmatic policy analysis in decision making. They typically require policy decisions based on thorough analysis by neutral and qualified policy analysts. Additionally, more governments are requiring that potential solutions be discussed with key stakeholders prior to policy adoption. In contrast, in countries with poorer development indicators, decisions are often based on personal, private, ideological and political considerations than on pragmatic approach focused on public interest.

## 3. Who Conducts Policy Analysis and Why?

As the benefits of good quality policy analysis have become more evident, and as the nature of the problems governments need to solve become more complex, policy analysis is an increasingly important professional practice in government. For the last few decades, due to growing complexity of policy issues and increasing numbers of stakeholders, the practice of policy analysis is also becoming more pluralistic as governments seek external advice. Stakeholders seeking to influence the process also impact the process. This section provides an overview of policy analysis as a practice within and outside of government in general.



### 3.1 Policy Analysis in Government

In the past, policy analysis used to be concentrated mainly in the executive's or prime minister's offices. Since the 1980s, however, as the profession became more established, more policy analysts specially trained in graduate schools have been hired to fill policy positions at various agencies and levels of government. Policy analysis has also become more prominent in line ministries and local government due to the fact that governments are embracing general decentralisation reforms which delegate policy making authority from the top level of government hierarchy to ministries and local governments.

Today, official policy analyst positions usually exist in special analytical units of government that often have "policy," "analysis" or "planning" in their names and are placed within the president's or prime minister's offices, or lead ministries such as finance. These units are usually high in the organisation's hierarchy, and include staff appointed by and who report to the top decision maker.

Functions of policy analysts include:<sup>3</sup>

- Developing policy proposals to address public policy problems (policy analysts can work individually or as part of a group);
- Serving as focal points for coordinating policy analysis in specific programme areas across government;
- Providing research for and oversight and evaluation of policies in programme areas; and
- Supplying urgent and timely policy and evaluation information to decision makers.

A successful policy analyst is someone whose client acts on the recommended policy advice *and* successfully solves the targeted problem.

Besides high level executive policy units, policy analysis as a practice is becoming much more common across governments. Most agency and local government executives have small analytical offices or advisors directly reporting to them, while also working with the president's or prime minister's policy units. Other public servants in the executive branch, such as budget analysts, economists, programme evaluators, planners, as well as researchers and statisticians in government research facilities, also engage in policy analysis in various capacities. In the legislative branch, parliamentary committees and legislator's personal staff members conduct extensive policy analysis. Some countries also have special think tanks serving their legislature's needs for sound policy analysis such as the Congressional Budget Office and the Government Accountability Office which assist the legislators in the United States.

When national or local government agencies do not have policy analysis staff, they often use consultants or receive advice from lobbyists representing various interest groups, nonprofits, academia or think tanks.

<sup>3</sup> David L. Weimer and Aidan R. Vining, *Policy Analysis: Concepts and Practice* (3rd Edition), Upper Saddle River, NJ: Prentice-Hall, 1999, 36-37.

### 3.2 Policy Analysis Outside of Government

Policy analysis outside government is typically conducted by consultants working independently or for consultancy firms, think tanks, advocacy/special interest groups and organizations, lobbyists, experts, media professionals, as well as private citizens. In less developed countries, donors also provide policy advice. Policy professionals in government need to strategically assess their various sources of external policy advice to optimize their information and advice.

- **Think tanks** are organisations specialising in policy research. They often have nonprofit status and can exist independently or under the umbrella of research and educational institutions. Policy experts in think tanks conduct policy analysis and can directly influence government decisions by providing policy advice to public policy analysts and decision makers. They also try to indirectly influence government decisions by engaging the press and informing citizens. Some governments hire think tanks to engage in policy research and analysis on their behalf. Most often think tanks are funded by grants from private foundations, corporations, groups or individuals. Some earn income from investment funds, membership dues and consulting fees. While think tanks are expected to provide neutral policy advice with the general public interest in mind, they are increasingly funded by lobbyists and other groups with specific political agendas which directly affects the quality and focus of their policy advice. Consumers of information and advice from think tanks need to be aware of their goals, funding sources and reputation to identify biases and assess their credibility.
- **Advocacy/special interest groups and organizations** explicitly intend to advance the interests of a particular constituency or segment of population, have a strong political agenda, or wish to promote a certain ideology. Some of them may refer to themselves as “think tanks”, implying an objectivity that may not exist. While these groups can provide valuable information and perspectives to policy analysts and decision makers, consumers of information from advocacy groups need to be mindful of real and potential biases and political agendas.
- **Lobbyists** are individuals and organizations attempting to influence decisions made by legislators and officials in regulatory agencies at all levels of government. Lobbying can be done by almost anyone – individuals, private sector (corporations and businesses from all industries), nonprofit organizations (associations, unions, interest groups, charities, etc.), and even by public sector organizations (local and national, domestic and foreign). Lobbying can be done directly and via professional or volunteer lobbyists. Lobbyists’ work, besides meeting and talking to officials, involves researching and analyzing relevant information, which can make them a source of valuable information and expertise.
- **Experts** working independently or for organisations often provide policy advice to government, businesses and the nonprofit sector for a fee. Their clients need to assess their credibility, reputation and the quality of their work.
- **Media professionals** such as journalists and editors can significantly influence policy by strategically framing policy issues, and offering solutions, and directly or indirectly shaping public opinion and policy makers’ preferences.

- **Citizens** conduct and communicate their analysis directly via meetings with and letters to decision makers or indirectly through media, including newspaper articles and opinion pieces, and social media such as blogs, Facebook and Twitter. In extreme cases when communication between the government and public is not effective, the public may try to communicate their policy choices through protests and demonstrations.
- **Donors** such as international development agencies often provide policy advice to developing countries and can significantly impact the policy process. Donors carry out policy analysis in-house or contract out to independent or private sector consultants. While most donors have extensive experience working in various developing countries, some do not and consumers of policy advice from donors need to assess the relevance of donor policy advice to specific contexts.

It is not only governments that use policy analysis advice. Stakeholders outside of government also often rely on policy analysts to assess how existing and proposed government policies and problems affect their own goals. Some businesses and nonprofits employ their own policy analysts to prepare analyses and proposals relevant to their work and influence the government accordingly.

Policy advice can be provided in written and/or oral form and formally or informally. Informal advice is usually conveyed orally. Written policy analysis documents include (but are not confined to) books, articles, policy memoranda, policy reports and briefs, green and white papers and opinion pieces. Oral advice is typically provided through briefings, presentations, round tables or informal discussions among the policy staff.

#### 4. Policy Analysis Documents

The format of written policy analysis documents can vary depending on authors and intended audiences. However, substantive analytical components of written policy documents are roughly the same, even if they are not always made explicit. Various policy document formats are discussed below and corresponding examples are provided in the Annex.

**Policy memoranda (memos)** are *internal* documents that policy analysts in government write to their supervisors. They are short; typically between one and two pages. Memo sections include a problem statement, list of possible policy options and their pros and cons, and the recommended course of action.

**Green Papers (GP) and White Papers (WP)** are policy documents predominantly used in European Union, the United Kingdom and other Commonwealth countries. Both are written by civil servants and contain policy alternatives to public policy problems. GP are written early in the process of policy formulation for general public and stakeholders to identify potential solutions, whereas WP are written at a later stage to summarise and communicate proposed policy solutions to the general public and relevant stakeholders.

- GP contain the government's *preliminary* policy reports on a specific policy problem and include a range of policy solutions to address that problem. GP are typically published

to facilitate public consultation, stimulate discussion and solicit the opinions of relevant stakeholders. GPs do not contain commitments to action.

- The information and feedback collected on GP informs WP which contain government policy statements formulated as proposals to change or to adopt new laws. Typically WP are not open for further discussion but some may still be open to comment before draft legislation is sent to parliament, debated, and passed as a law.

**Policy briefs** are short, two to four page documents often written by consultants and researchers for lay audiences to influence decision-makers and general public. They summarise proposed solutions to a policy problem. In addition to containing the most critical information about the policy problem and proposed solution(s) to that problem, the language of the policy brief is simple and accessible to its target audience. The typical policy brief has the following sections: executive summary; problem background; policy alternatives and their pros and cons; and a recommendation proposing the most desirable policy alternative.

**Policy reports** are lengthier documents focusing on a problem, its context, possible solutions and recommendations in greater detail. They are often written by consultants or researchers to inform the decision making process and are based on both primary and secondary information.

**Opinion pieces** on particular public policy issues are often written by ordinary citizens or experts and are published in newspapers to influence decision makers and the public. Typically opinions pieces have the following sections (even if they do not use sub-titles): the main policy problem, its significance or effects, discussion of one or more alternative solutions, and recommended solution.

## 5. How to Conduct Policy Analysis

Policy analysis involves (1) research or collecting and organizing information; (2) analysing and thinking; and (3) writing up findings and recommendations. Analysts often work on these three tasks simultaneously. This section first focuses on the key components of policy analysis, and then will provide tips on research and writing.

### 5.1 Guidelines for Conducting Policy Analysis: Seven-Step Framework

Analysing policy involves one or more of the following analytical components and tasks:

1. Defining the problem;
2. Understanding and systematically analysing the problem and its context;
3. Identifying alternative policy solutions to the problem;
4. Identifying the goals of decision makers;
5. Systematically comparing advantages and disadvantages of alternatives using the goals as criteria;
6. Identifying recommended policy alternative to solve the problem;
7. Suggesting implementation ideas on the the recommended policy option.

Each of these seven components of policy analysis are described below in greater detail in the seven-step framework<sup>4</sup>. Each component corresponds to a respective section of the policy analysis documents discussed above. The framework can help analysts carry out systematic analysis, develop well-grounded recommendations, and coherently write up the findings to communicate them to clients.

The framework is not always used in a linear fashion. In fact, the various steps are often reiterative and completing subsequent components may force analysts to go back and revise preceding components. Additionally, all components are not always completed by the same person or office. Sometimes different sections of an analysis are carried out by different people or organisations. For example, analysts in the education ministry may identify a list of policy alternatives to address school children's low test scores while the finance ministry analysts may be asked to predict the expected costs of those alternatives.

Finally, while most policy analysis documents contain most of these seven components, not all of them are made explicit. Given that clarity is a key criteria for effective policy analysis, it is recommended that analysts clearly label each component when they write up their deliverable (writing tips are provided in section 5.3 of this document).

Below detailed guidelines for following the seven-step framework are provided.

## **1. PROBLEM STATEMENT**

State the problem in one sentence specifying (1) The problematic social condition and (2) Its negative consequences, both supported with accurate data from reputable sources. If the social condition has no negative actual or potential consequences then it is not a problem. If potential or actual negative consequences of the problem are not self evident or not stated, it will be hard to get the attention of decisions makers. Using tools such as «problem tree» (figures 1 and 2 below) can help you correctly identify the negative social condition (which would be the trunk of the tree) and separate it from its root causes and consequences.

The problem statement needs to be succinct and clear. State the scope of the problem in a meaningful way, as opposed to stating raw numbers when possible. For example, "Only ten percent of children in rural schools in country X get half of all required textbooks" is more

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<sup>4</sup> This section builds on, modifies, and supplements policy analysis frameworks and advice from two sources. One of them is Juliet Musso, Bob Biller and Bob Myrtle's *The Tradecraft of Writing for Policy Analysis and Management* (School of Policy, Planning, and Development, University of Southern California, February, 1999), <http://priceschool.usc.edu/files/documents/students/resources/tradecraft.pdf> (accessed October 22, 2013). These authors refer to six components of policy analysis document: summary, problem, context, alternatives, recommendation, and implementation plan, describing each section in few sentences. Another source is a classic textbook for policy analysts: Eugene Bardach, *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving* (New York, Chatham House Publishers, 2000). It refers to the following eight steps of doing policy analysis: define the problem; assemble some evidence; construct the alternatives; select the criteria; project the outcomes; confront the tradeoffs; decide; and tell your story. I tried to create a brief and useful guideline building on the strengths of both.

meaningful than saying that three thousand children do not have sufficient textbooks if the total number of students is not known.»

Ensure the problem statement does not state the cause or the solution to the problem. If it does, there is a risk that analysis will focus on the stated cause and solution and leave out other important factors.

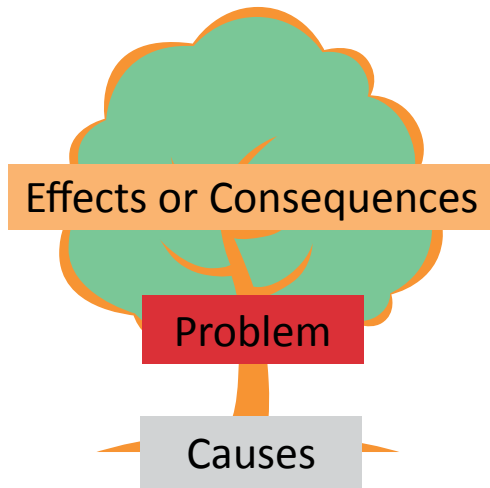
Avoid conflating issues or consequences with the problem. Issues can be defined as broad related statements about a situation and even its solutions, whereas problems are specific social conditions with negative consequences. Failing to tease out a problem from the issue will make analysis difficult because issues lack focus whereas problems require focus on the most critical negative social condition.

Not all social conditions have to be negative to be a problem; sometimes a missed opportunity can create a problem.

There are at least three types of policy problems. Your problem statement may fall within one or more of these types:

- The status quo (the existing policy) is in discordance with major organisational or policy objectives;
- Certain trends have significant negative consequences or opportunity costs;
- Something is missing in the existing policy environment that needs to be introduced to lead to a better outcome.

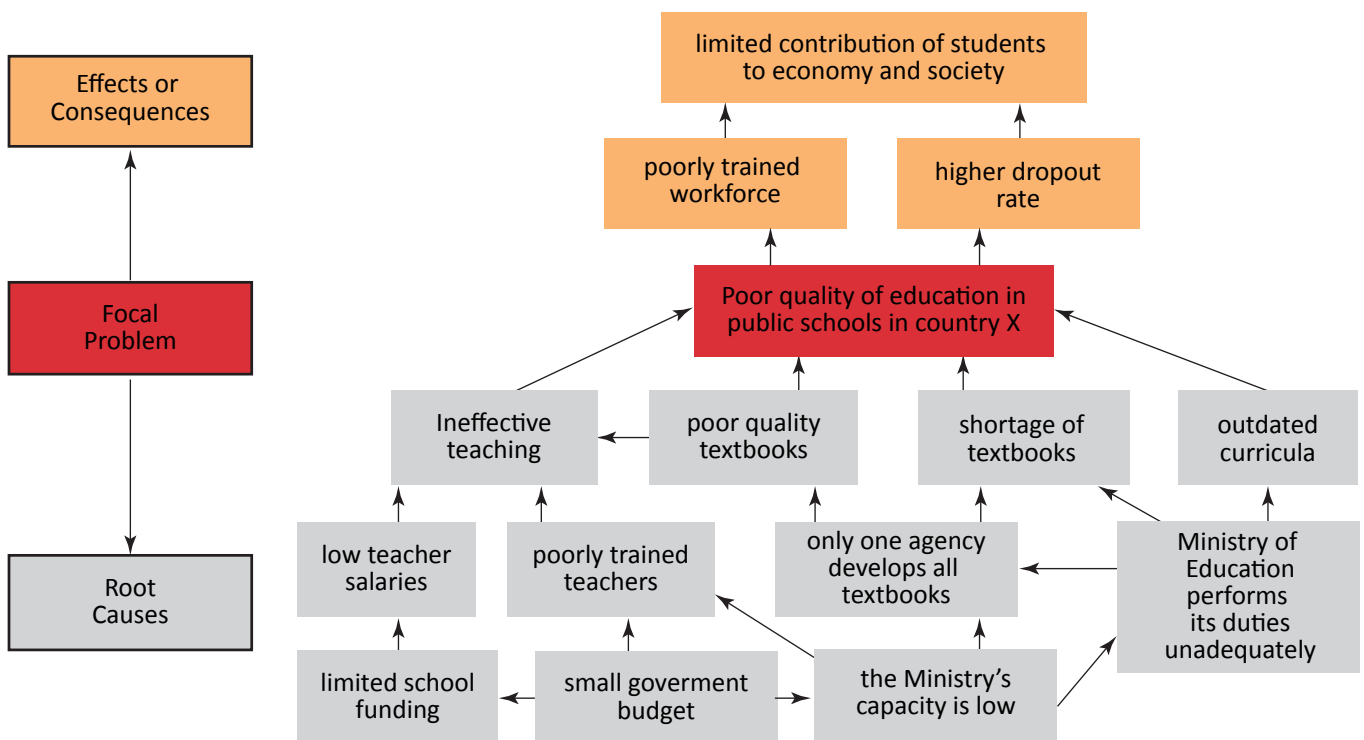
Figure1. The Problem Tree



The Problem Tree can be used to identify the problem and establish cause-and-effect relationships among the factors. This tool can help analysts distinguish and visually arrange key factors and divide them into three categories: the focal Problem, i.e. the social condition itself (trunk of the tree); the roots of the problem are the Causes (roots of the tree); and the symptoms or Effects (consequences) of the problem (branches of the tree). Analyst can then assess why the roots exist and establish how various causal and symptomatic factors are related to each other as illustrated in the Figure 2 below. This exercise can help to identify intervention points by focusing on the knots on the “trunk”, factors which receive too many arrows. This step can also help analysts refine and correct the problem statement.

Source: Author

Figure 2. An Example of a Problem Tee Analysis



Source: Author

**2. ANALYZE THE PROBLEM AND ITS CONTEXT** to help better understand what is really going on; why the problem exists; who is doing the affecting and who is affected; and what developments might be fueling or mitigating factors. Using tools as illustrated in figures 1 and 2 can help to conduct such systematic analysis. In this section, only include the most relevant information to meet client needs; supplementary information can be provided in appendices. Avoid including everything you find through your research.

**3. IDENTIFY POLICY ALTERNATIVES** for mitigating the problem including the current policy (or status quo). Policy alternatives are potential solutions for the problem that the policy analyst presents. The alternatives have to be realistic, relevant and viable.

Here are some approaches that can be used alone or in combination to identifying policy alternatives:

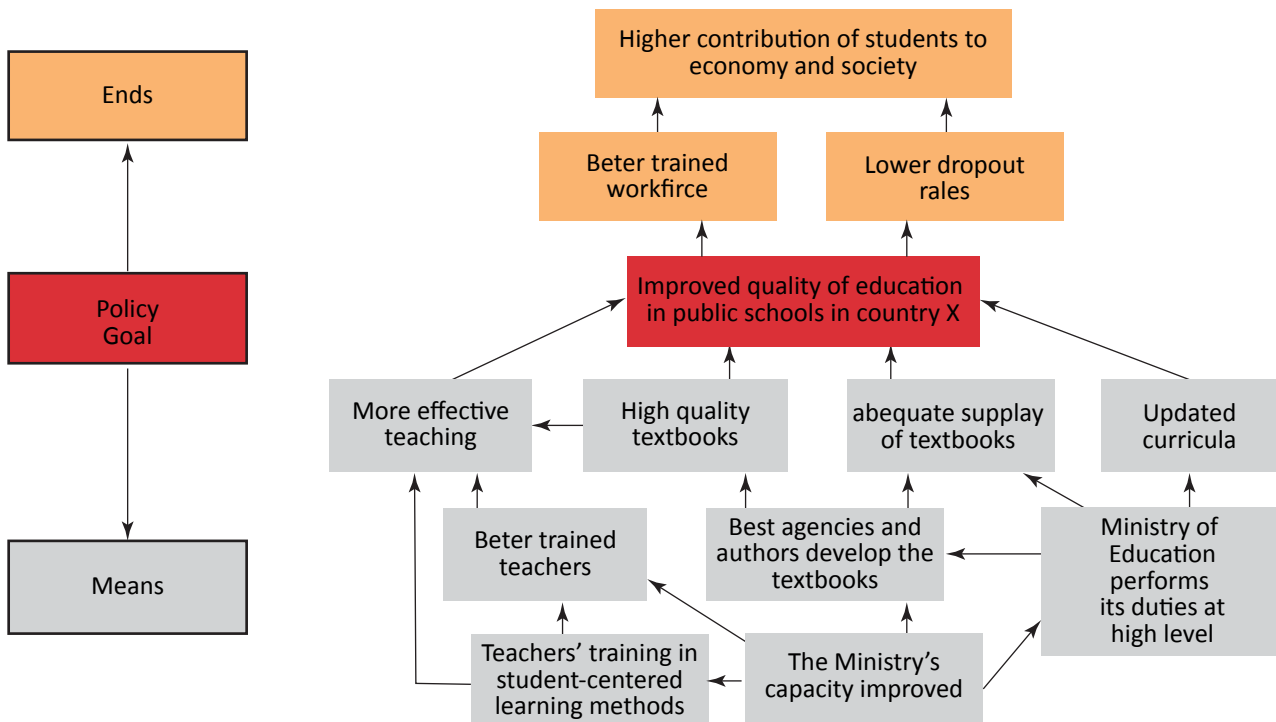
**Problem-based approaches.**

Analysts can use the “problem tree” model (Figures 1 and 2) to identify solutions by selecting which critical roots need targeting.

For example, one could identify policy options by reversing the most important causes (e.g. “polluters not controlled”) in the problem tree to policy solutions/alternatives (e.g. “fine the polluters”).

An example of such reversed problem tree, referred to as “solution tree” (or “objective tree”) is provided in figure 3.

Figure 3. An Example of a Solution Tree



Source: Author



**Best practices** – i.e. clever solutions that worked well in addressing similar policy problem in other contexts – can be a source of policy alternatives<sup>5</sup>. Often such solutions take advantage of the existing opportunities within the system. For example, utilizing school facilities for other purposes when students are not there (afternoons, evenings, and/or holidays) can save resources<sup>6</sup>.

Analysts need to keep in mind that solutions that worked well elsewhere cannot be directly adopted if the contexts significantly vary. In order to properly adapt and apply those solutions to the problem situation in question policy analysts need to first understand how and why those solutions worked elsewhere. Analysts also need to consider and account for potential side effects those solutions may generate.

**Solution-based approaches** involve systematically going through governments' typical policy tools to assess what government can introduce, abolish or change, and selecting an appropriate solution. A government's policy toolbox includes introducing, abolishing, or changing any of the following in various ways:

- Taxes
- Regulations
- Subsidies and grants
- Service provision
- Agency budgets
- Information
- Private rights (contract, civil, corporate)
- Economic activity
- Education and consultation
- Financing and contracting
- Bureaucratic and political reforms

**4. IDENTIFY CRITERIA** which are most relevant to the problem situation based on policy goals. The criteria are used to justify the selection of the policy recommendation. In this section, briefly explain what considerations, goals and criteria are already informing current solutions to the policy problem, what criteria you selected and the rationale for selecting each criterion. These criteria will be used to assess the strengths and limitations of the policy alternatives and select your recommended policy alternative. Clearly spelling out the criteria will make your rationale for recommendation more transparent and can facilitate a more informed discussion.

Generally criteria are drawn from the public entity's most important values and goals informing a given policy. Such goals are referred to as substantive criteria. Examples of substantive criteria are equity, effectiveness, efficiency and sustainability. Broad generic criteria require being specific; explain what the goal means in a given context and how it will be measured. For example, "effectiveness" of policies to improve education could be measured by improved test scores. Instrumental criteria include key considerations (such as constraints to overcome) which are necessary for meeting the substantive goals, such as political feasibility, cost (or availability of funds) and administrative capacity.

## **5. COMPARE POLICY ALTERNATIVES.**

If criteria are not clear or are being debated, simply discuss pros and cons of each alternative and compare merits of the alternatives based on that information.

<sup>5</sup> Eugene Bardach, *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving*, New York, Chatham House Publishers, 2000, p. 71.

<sup>6</sup> *Ibid*, p. 74.

If your criteria are clear, compare projected outcomes of those alternatives against the criteria so the decision maker can understand how each alternative will meet the competing goals and considerations. This approach also can help base the recommendations on clear rationale, and includes the following steps:

1. Project outcomes of each policy alternative you identified or describe how they are likely to play out in the future in relation to the policy problem.
2. Assess these projected outcomes of each policy alternative by systematically applying each of the criteria selected in step 4.
3. Summarize this narrative analysis in an alternative-criterion table (See Table 1.) using comparable words (“very poor,” “poor,” “good,” “very good”) or numbers to evaluate how the projected outcomes of the policy alternatives score against each criterion. Use these evaluation rankings systematically. Add a very brief explanation when necessary.

Provide only the summary of your discussion of how each policy alternative scores on each criterion. Do not substitute the table for your analysis or crowd the cells with your data and explanation. Further explanation can be provided in appendices.

**Table 1. Format for Comparison of Policy Alternatives for Addressing the Problem**

	Criterion A	Criterion B	Criterion C	Total
Policy alternative #1 This is status quo (current policy) - what will happen to the problem if the existing policy is left as it is	An assessment of the 1st policy alternative’s projected outcomes using the Criterion A. For example: 1 (or “very poor”)			
Policy alternative #2				
Policy alternative #3				

**6. STATE YOUR RECOMMENDATION** A well written recommendation states what policy alternative is being recommended, why (justification), and how is it better than other alternatives.

In this section (1) provide a brief summary of comparison of projected outcomes of the policy alternatives; (2) single out the recommended alternative providing a clear and brief justification for your choice using the criteria; and (3) include an honest assessment of forgone benefits and any uncertainties associated with the recommended policy alternative. Few policy solutions are perfect and decision makers need to be aware of the downsides and/or side effects of the recommended policy. Draw the recommendation based on the comparison of those policy alternatives’ potential to meet the criteria and to tackle the problem but do not include new criteria or new alternatives that you have not discussed before.

Policy alternatives do not have to be exclusive, i.e. you may recommend a combination of policy alternatives. However avoid piling all alternatives into one recommendation.

## 7. PROPOSE A BRIEF IMPLEMENTATION PLAN FOR THE RECOMMENDED ALTERNATIVE

While the recommendations outline what needs to be done and why, the implementation plan elaborates on how it can be translated into action. An implementation plan includes a sequence of chronological steps, outlining what needs to be done, by whom and when to implement the recommended policy alternative. The length of the plan can vary, depending on the type of policy analysis document.

Why is this step important?

- Inadequate implementation can kill even the best policy advice. Too often implementation considerations are omitted from analysis or treated as an afterthought. Good policy analysis takes into account implementation early on and along with recommendations, supplies decision makers with information on how that recommendation should be implemented.
- Providing concrete implementation ideas can make it easier for decision makers to act on your recommendation, increasing your chances of success.

### 5.2 Research for Policy Analysis

Policy analysts usually work in fast paced environments where relevant and reliable information is limited and recommendations are needed urgently, leaving little time for thorough research. Below are some common constraints in policy analysis research and tips to overcome them:

- *Time and resources are usually limited in the policy world; there is never enough time to do as thorough a research job as one wishes.*
  - To save and maximize time, an analyst needs a research plan with key questions (see Box 1. for typical questions) and best sources of information.
  - Start with existing sources before collecting new information because the latter is often costly.
  - Interview knowledgeable people who can lead to other people and resources.
- *Good quality information is limited and existing information is one-sided:*
  - The analyst needs to assess whether the information is: plausible, coherent, and reasonable; internally consistent; specific and detailed; and corresponds with known facts. The information source's firsthand familiarity with the facts, motivation, bias, and position, reasons to withhold information, or its self-critical nature also needs to be taken into account in evaluating the quality of the information provided<sup>7</sup>.
  - Analysts should use multiple sources of data (stakeholder interviews, policy reports, academic research, statistical and other data) to mitigate biases.
  - Talk to opponents to account for their perspectives and address their concerns early and minimise opposition or, alternatively, to be ready with counter-arguments.

<sup>7</sup> David L. Weimer and Aidan R. Vining, *Policy Analysis: Concepts and Practice*. (3rd Edition) (Upper Saddle River, NJ: Prentice-Hall, 1999), 13.

- *Too much information may lead to “writers block” and clog sound judgment.*
  - Think through and plan key elements of research in advance - the main questions, sources of information to answer those questions, methods and tools for obtaining information – to save time later.
  - Avoid distractions and wasting time and energy on irrelevant information. Again, clarifying in advance key questions that need to be answered can help you stay focused.
  - Write while you are conducting research instead of waiting until you have collected all information. This can help you better manage and organize information and identify gaps in your research.

### Box 1. Typical Questions Analysts Need Answers To

This is a list of typical questions that can guide your policy analysis research by keeping you focused and helping you avoid irrelevant information. They can be used in interviews with key informants and while reviewing documents.

- **Problem related questions:** Answering these can help to identify the focal problem and distinguish it from symptoms.
  - What is the policy problem?
  - What are its consequences (Effects? Symptoms)?
  - What are its roots (What is causing/leading to the problem?)
  - How are these factors related to each other?
- **Problem context:** Understanding the context will help you develop relevant and workable recommendations.
  - Who are the major stakeholders who significantly influence, have the potential to influence, or are significantly affected by the policy context and the problem? Understanding their stake and the nature of their involvement in a given policy situation can help you identify effective alternatives to address the problem.
  - Which trends and developments are likely to affect the problem situation? Answering this question can help you understand the magnitude of the problem, project how policy alternatives could play out in the future, and identify potential solutions.
- **Policy alternatives:** Answering these questions will help you avoid potential obstacles to your recommended policy.
  - What are the past, present and potential policies proposed to deal with the problem? How did they work (or fail) in relation to the problem and why?
  - Which relevant policy proposals are not mentioned in existing policy debates? Why?
  - What policies can be borrowed from similar situations with successful outcomes? How can those be modified to fit the present problem context?
  - Who would the winners and losers be of each alternative?
- **Criteria:** Answering these questions can help you articulate the reasons why a particular policy alternative should be adopted.
  - Which criteria (considerations, goals, values and concerns) are already informing current solutions to the policy problem?
  - What are your client’s explicit and implicit values and goals?
  - Which important criteria are missing from the current debates and why?
  - Which criteria are absolutely essential to resolve this policy problem?

- **Comparison of potential policy alternatives:**
  - What will happen if no action is taken? Will the situation get better or worse?
  - How do projected outcomes of each policy alternative score against the selected criteria?
  - Is the alternative politically acceptable?
  - Can the alternative solve the problem (not just its symptoms)?
  - How much will each alternative cost?
  - If criteria are not clear: What are the pros and cons of each policy alternative? How do they compare against the status quo?
  - What are the unintended side effects of adopting each policy alternative?
- **Recommendation:**
  - Which policy alternative should be recommended? Why?
  - How does the recommended option compare to other alternatives in meeting the criteria?
  - (If the criteria are not clear) which policy option has the most important pros and cons?
  - What are the forgone benefits and any uncertainties associated with the recommended policy alternative?
- **Implementation:**<sup>8</sup>
  - What are the push and pull factors for enacting the proposed policy change?
    - Who would benefit and be harmed from the proposed change?
    - What can facilitate and hinder change? What can your client do about these factors?
  - What should change first/ how to prioritise the proposed changes?
  - When should the change be made?
  - What is needed to enact the change?
  - How should the change be made (process, pilot, roll-out, etc.) and sustained?
  - What should be kept and nurtured; what to do more of; what to be more proactive about?
  - What are the assets that can be repurposed or transferred?
  - How do you get and keep people on board?
  - Who should be engaged in the proposed change?
  - How do you communicate the change to promote buy-in?
  - What resources (internal/external) are available to support/leverage the change?
  - What resources (internal/external) are available to sustain the impact of the change?

### 5.3 Writing Effective Policy Analysis Documents

Excellent research and analysis on their own have little effect if the findings are not properly communicated. Here are a few tips for effectively organising and communicating the findings of policy analysis in written form:

- **Write clearly and coherently for the client:** A policy analyst's job is to help the client make better decision by clarifying the problem, identifying possible alternatives and provide recommendations. Try to write as clearly as possible focusing on your client's

<sup>8</sup> I thank my colleague Dr. Beryl Levinger for sharing these questions with me.

needs.<sup>9</sup> Avoid jargon and vague and loaded terms. Use simpler sentences. Do not assume your reader knows what you are implying; make your points explicit. Bring forth important points and elaborate on the implications of your statements. Use a clear and logical structure.

- **Write succinctly and cohesively:** Every word, sentence, and piece of information in your document should be tightly incorporated and inform your conclusions. Avoid turning in a fragmented collection of paragraphs. Make sure the sections build on, connect to and complement each other.
- **Be systematic.** To limit the bias in your analysis and recommendations, compare all policy alternatives in question, including the status quo policy, against the criteria. Do not pick and choose which criteria to use when assessing and comparing the strengths and limitations of the alternatives.
- **Provide evidence and brief explanations.** Your statements and arguments have little value if you did not explain them and did not support them with reliable evidence that is referenced from a reliable and reputable sources.
- **Be selective:** You will be tempted to include all the information you know, but resist this temptation. Include in the document only the information your client needs to know to make a decision (Musso, Biller, and Myrtle, 1999). If you are writing a longer policy analysis document such as policy report or Green or White Papers, you can include supplemental and contextual information in the following sections as relevant:
  - **Endnotes** can include additional information or references that might be of interest but not appropriate to include within the main text of the document.
  - **Appendices** (optional) are supplementary materials with important and most relevant statistical or other information, tables and graphs that can help the reader better understand the problem. Include the source of the appendix.
  - **Methodology:** If you collected and used primary information include a brief description of your research methodology.
- **Add an executive summary for longer documents.** Decision makers should be able to understand the key points of the document by reading the executive summary. This section is written last and placed at the beginning of the document. It typically includes the problem statement, the policy alternatives which have been considered, and the recommended course of action along with the rationale (criteria) for its selection. You can skip the Executive Summary if the document is less than 3-4 pages long.
- **Format your document to make it reader friendly.** The reader should not have to search to find necessary information. Make it easy to read and use bold headings to highlight key components of the analysis.
- **Use visual aids when possible.** Some information can be more effectively conveyed using tables, graphs or infographics instead of convoluted long plain text.
- **Proofread your draft before share it with the client.** Check your draft for grammatical and spelling mistakes. Revisit tables and references for accuracy. Even one small error can cast doubt on the quality of work.

<sup>9</sup> Juliet Musso, Bob Biller and Bob Myrtle, *The Tradecraft of Writing for Policy Analysis and Management*, School of Policy, Planning, and Development (University of Southern California, February, 1999).

## 6. Conclusion

This overview of policy analysis demonstrates that policy analysis is a multifaceted practice that requires analytical, research and effective written and oral communication skills; a level of content knowledge; and an understanding of political, organisational and economic contexts. Policy analysis is therefore not just a science of discovering better policy solutions, but also “the art and craft of analyzing public problems that must be understood and solved.”<sup>10</sup> Good policy analysts understand the key principles and rules of policy analysis and use them creatively to contribute to improving the quality of government policies to advance public interest.

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- Aaron Wildavsky. *Speaking Truth to Power*. New Brunswick, NJ: Transaction Books, 1987.

<sup>10</sup> Aaron Wildavsky, *Speaking Truth to Power* (New Brunswick, New Jersey: Transaction Books, 1987),15.

## ANNEX: Examples of Policy Documents

### A summary page of a policy report from United States' Government Accountability Office<sup>11</sup>

#### GAO Highlights

Highlights of GAO-09-570, a report to the Chairman, Subcommittee on Africa and Global health, Committee on foreign Affairs, House of Representatives.

#### Why GAO Did This Study

While the US approach of providing in-kind food aid has assisted millions of hungry people for more than 50 years, in 200 GAO reported limitations to its efficiency and effectiveness. To improve US food assistance, Congress has authorized some funding for local and regional procurement (LRP) – donors' purchase of food aid in countries affected by food crisis or in country within the same region. Through analysis of agency documents, interviews with agency officials, experts, and practitioners, and fieldwork in four African countries, this requested report examines (1) LRP's impact on the efficiency of food aid and delivery; (2) its impact on economies where food is procured; and (3) US legal requirements that could affect agencies' use of LRP.

#### What GAO Recommends

GAO recommends that the Administrator of USAID and the Secretary of Agriculture systematically collect evidence on LRP adherence to quality standards; work to improve the reliability of market intelligence; and work with the Secretary of Transportation to update the interagency memorandum of understanding (MOU) that governs cargo preference requirements. USAID concurred with GAO's recommendations. USDA and WFP generally concurred but noted concerns about certain efficiency and market intelligence issues. DOT suggested further analysis of costs and delivery time, and noted that DOT implements its mandate through regulation, not the MOU.

View GAO-09-570 or key components. For more information, contact Thomas Malita at (202) 512-9501

May 2000

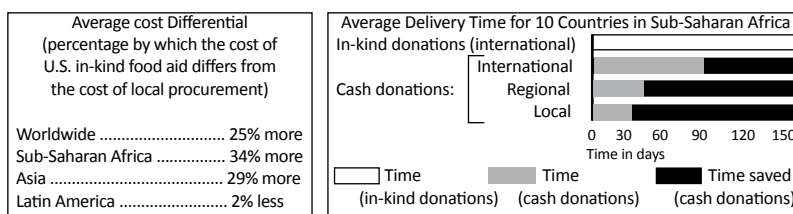
#### INTERNATIONAL FOOD ASSISTANCE

#### Local and Regional procurement Can Enhance the Efficiency of U.S. Food Aid, but Challenges May Constrain Its Implementation

#### What GAO Found

LHP offers donors a tool to reduce food aid cost and delivery time(see fig. below), but multiple challenges to ensuring cost-savings and timely delivery exist. GAO found that local procurement in sub-Saharan Africa cost about 31 percent less than similar in-kind food aid purchased and shipped from the United States to the same countries between 2001 and 2008. However, LRP does not always offer cost-savings potential. GAO found that LRP in Latin America is comparable in cost to U.S. in-kind food aid. According to World Food Program (WFP) data, from 2001 to 2008, in-kind international food aid delivery to 10 sub-Saharan African countries took an average of 117 days, while local procurement only took about 35 days and regional about 41 days. Donors face challenges with LRP, including (1) inefficient logistics capacity that can contribute to delays in delivery, (2) donor funding restriction, and (3) weak legal systems that can limit buyers' ability to enforce contracts. Although LRP may have the added benefit of providing food that may be more culturally appropriate to recipients, evidence has yet to be systematically collected on LRP's adherence to quality standards and product specifications, which ensure food safely and nutritional content.

#### Comparison of Cost and Time in Food Aid Delivery



Source: GAO analysis of U.S.A. and WFP data

LRP has the potential to make food more costly to consumers in areas where food is procured by increasing demand and driving up prices, but steps can be taken to reduce these risks. As GAO's review of WFP market analyses and interviews with WFP procurement officers confirmed, a lack of accurate market intelligence, such as production levels, makes it difficult to determine the extent to which LRP can be scaled up without causing adverse market impacts. Although LRP does have the potential to support local economies, for example by raising farmers' incomes, data to demonstrate that these benefits are sustainable in the long term are lacking.

U.S. legal requirements to procure U.S.-grown agricultural commodities for food aid and to transport up to 75 percent of these commodities on U.S.-flag vessels may constrain agencies' use of LRP. Although Congress has appropriated funding for some LRP, agencies disagree on the applicability of certain cargo preference provisions to LRP food aid that may require ocean shipping. The 1987 interagency MOU that governs the administration of cargo preference requirements and could clarify areas of disagreement among the agencies is outdated and does not address the issues arising front LRP.

United States Government Accountability Office

<sup>11</sup> U.S. General Accountability Office, International Food Assistance: Local and Regional Procurement Can Enhance the Efficiency of U.S. Food Aid, but Challenges May Constrain Its Implementation. GAO-09-570, May 29, 2009, <http://www.gao.gov/products/GAO-09-570> (accessed October 21, 2013).



## The first page of a two-page policy brief from United Nations Department of Economic and Social Affairs (UN-DESA)<sup>12</sup>

### UN-DESA Policy Brief No. 37



#### Why global health funds should be consolidated

Over the past decade, international donors increased financing for health in developing countries substantially. Much of the additional support has come from the rapid expansion of so-called vertical funds, such as the Global Fund to Fight AIDS, Tuberculosis, and Malaria, and GAVI, which provides vaccines for children. These funds support the prevention, control and treatment of specific communicable diseases. Despite the benefits they have brought, the funds have been criticized for bypassing broader national health priorities and for adding to the fragmentation of donor support of health systems in low-income countries.

Donor-supported health financing would need to be better embedded in broader health sector development programmes to overcome such shortcomings. In this regard, the case can be made to consolidate the various disease-specific vertical funds and programmes into a «global health fund», which would align disease-specific interventions with broader (horizontal) national health programmes.

#### Disease-specific health funds have been purpose effective, but...

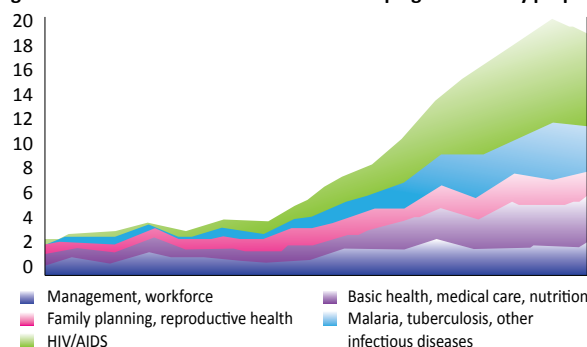
Disease-specific aid for HIV/AIDS, tuberculosis, malaria and other infectious diseases have been effective in distributing anti-retroviral treatment for millions of people living with HIV/AIDS and in immunizing millions of children in the developing world. These programs currently represent 60 per cent of all aid for health to developing countries, compared with 25 per cent for basic health, medical care, nutrition, management and workforce combined, as shown in the figure.

While important, these communicable diseases form only one dimension of broader health problems in recipient countries. Measured in DALYs<sup>1</sup>, HIV/AIDS, tuberculosis and malaria account for 5.2 per cent, 2.7 per cent, and 4.0 per cent, respectively, of the total disease burden in low-income countries respectively. In comparison, diarrhea represents 7.2 per cent, and maternal and perinatal conditions represent 14.8 per cent. Non-communicable diseases nowadays represent almost a third of the disease burden. Yet, they are largely ignored by donors and draw less than three per cent of official development assistance allocated to health.

1 DALY stands for disability-adjusted life year, and takes into account both premature death and disability caused by disease

As discussed in detail in the *World Economic and Social Survey 2012 (WESS 2012): In Search of New Development Finance*, concentrating external resources on particular diseases may skew health sector policies away from national health priorities. There is a risk that the global focus on communicable diseases does not coincide with national concerns about other diseases, the development of effective and equitable health systems, and efforts to deal with broader determinants of health (such as food security, nutrition and diet, water and sanitation, and living and working environments). For example, more than half of all aid for health in Mozambique — a country that suffers from severe underinvestment in the health sector and that is heavily aid-dependent — is dedicated to the fight against HIV/AIDS, while only 7 per cent are directed towards basic health infrastructure and 4 per cent to basic health care.

Figure 1. Total ODA to health sectors in developing countries by purpose



Source: OECD StatExtracts (<http://stat.oecd.org/index.aspx?datasetcode=CRS1>)

Note: includes all donors reporting to OECD/DAC

#### Are vertical funds effective financing mechanisms?

There are a number of important reasons underlying the vertical approach of the global funds, despite the recognized downsides. Disease-specific interventions hold the promise of quick, demonstrable and readily quantifiable results, which can be directly linked to funding. This is a particular concern for philanthropic donors, who value clear success indicators, as well as for official donors seeking to demonstrate the impact of aid.

<sup>12</sup> United Nations Department of Economic and Social Affairs, Development Policy and Analysis Division, Why Global Health Funds Should Be Consolidated, by David Woodward, Shari Spiegel, Oliver Schwank and Rob Vos, Policy Brief No 37, [http://www.un.org/en/development/desa/policy/publications/policy\\_briefs/policybrief37.pdf](http://www.un.org/en/development/desa/policy/publications/policy_briefs/policybrief37.pdf) (accessed October 21, 2013).

## ***Contents and Excerpts from the European Commission Green Paper on On-line Gambling in the Internal Market<sup>13</sup>***

### CONTENTS

Regulating on-line gambling in the EU: Recent developments and current challenges from the Internal Market standpoint

Purpose of the consultation

On-line gambling in the EU: current situation

Key policy issues subject to the present consultation

Definition and organisation of on-line gambling services

Related services performed and/or used by on-line gambling services providers

Public interest objectives

Consumer protection

Public order

Financing of benevolent and public interest activities as well as events on which online sports betting relies

Enforcement and related matters

### **Introduction (excerpts)**

The purpose of this Green paper is to launch an extensive public consultation on all relevant public policy challenges and possible Internal Market issues resulting from the rapid development of both licit and unauthorised on-line gambling offers directed at citizens located in the EU....

The online gambling market is the fastest growing segment of the overall gambling market, with annual revenues in excess of € 6,16bn in 2008...

The challenges posed by the co-existence of differing regulatory models is illustrated by the number of preliminary rulings in this area as well as by the development of significant so called «grey»<sup>3</sup> and illegal on-line markets across the Member States. Enforcement of national rules is facing many challenges, raising the issue of a possible need for enhanced administrative co-operation between competent national authorities, or for other types of action. Furthermore, out of 14,823 active gambling sites in Europe more than 85% operated without any licence.

In view of the self-evident cross-border impact of this on-line gambling service growth in both its legal and unauthorised dimension, as well as of its nexus with many issues already dealt with by EU legislation, it is the Commission's intention to exhaust a number of questions related to the effects of, and to the possible public policy responses to, this growth in on-line gambling activity in order to have a full picture of the existing situation, to facilitate the exchange of best practices

<sup>13</sup> European Commission, Green Paper on On-Line Gambling in the Internal Market, SEC (2011) 321 final, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0128:FIN:EN:PDF> (accessed October 21, 2013).

between Member States and to determine if the differing national regulatory models for gambling can continue to coexist and whether specific action may be needed in the EU for that purpose... The Commission launches this consultation with an open mind in that it does not prejudice the conclusions to be subsequently drawn as to the necessity to take action, the form of such action, as appropriate, and the level at which such action should be taken. Its fundamental purpose is to collect the facts, assess the stakes and to gather the views of all interested stakeholders on a phenomenon that has multiple dimensions.

Comments are invited on all or some aspects of the document. Specific questions are listed after each section....

A staff working document accompanying this Green paper is available on the Commission's website: [http://ec.europa.eu/internal\\_market/services/gambling\\_en.htm](http://ec.europa.eu/internal_market/services/gambling_en.htm)

...Member States, the European Parliament, the European Economic and Social Committee and all other interested parties are invited to submit their views on the suggestions set out in this Green Paper. Contributions should be sent to one of the following addresses to reach the Commission by **31 July 2011**...

### ***Contents and Excerpts from the European Commission White Paper on Food Safety***<sup>14</sup>

#### CONTENTS

Executive Summary

Chapter 1: Introduction

Chapter 2: Principles Of Food Safety

Chapter 3: Essential Elements Of Food Safety Policy: Information Gathering and Analysis – Scientific Advice

Chapter 4: Towards Establishing A European Food Authority

Chapter 5: Regulatory Aspects

Chapter 6: Controls

Chapter 7: Consumer Information

Chapter 8: International Dimension

Chapter 9: Conclusions

#### ANNEX

#### **EXECUTIVE SUMMARY (excerpts)**

Assuring that the EU has the highest standards of food safety is a key policy priority for the Commission. This White Paper reflects this priority. A radical new approach is proposed. This process is driven by the need to guarantee a high level of food safety.

<sup>14</sup> European Commission, White Paper on Food Safety, 12 January 2000 COM (1999) 719 final, [http://ec.europa.eu/dgs/health\\_consumer/library/pub/pub06\\_en.pdf](http://ec.europa.eu/dgs/health_consumer/library/pub/pub06_en.pdf) (accessed October 21, 2013).

***European Food Authority***

The establishment of an independent European Food Authority is considered by the Commission to be the most appropriate response to the need to guarantee a high level of food safety. This Authority would be entrusted with a number of key tasks embracing independent scientific advice on all aspects relating to food safety, operation of rapid alert systems, communication and dialogue with consumers on food safety and health issues as well as networking with national agencies and scientific bodies. The European Food Authority will provide the Commission with the necessary analysis. It will be the responsibility of the Commission to decide on the appropriate response to that analysis. A European Food Authority could be in place by 2002 once the necessary legislation is in place. Before finalising our proposals we are inviting all interested parties to let us have their views by end April. A definitive legislative proposal would then be brought forward by the Commission.

***Food Safety Legislation***

The setting up of the independent Authority is to be accompanied by a wide range of other measures to improve and bring coherence to the corpus of legislation covering all aspects of food products from “farm to table”. Already the Commission has identified a wide range of measures that are necessary to improve food safety standards. The White Paper sets out over 80 separate actions that are envisaged over the next few years...

Following the Commission’s Green Paper on food law (COM(97)176 final), and subsequent consultations, a new legal framework will be proposed. This will cover the whole of the food chain, including animal feed production, establish a high level of consumer health protection and clearly attribute primary responsibility for safe food production to industry, producers and suppliers. Appropriate official controls at both national and European level will be established. The ability to trace products through the whole food chain will be a key issue.

The use of scientific advice will underpin Food Safety policy, whilst the precautionary principle will be used where appropriate. The ability to take rapid, effective, safeguard measures in response to health emergencies throughout the food chain will be an important element.

Proposals for the animal feed sector will ensure that only suitable materials are used in its manufacture, and that the use of additives is more effectively controlled. Certain food quality issues, including food additives and flavourings and health claims, will be addressed, whilst controls over novel foods will be improved...

***Food Safety Controls***

The experience of the Commission’s own inspection service, which visits Member States on a regular basis, has shown that there are wide variations in the manner in which Community legislation is being implemented and enforced. This means that consumers cannot be sure of receiving the same level of protection across the Community, and makes it difficult for the effectiveness of national authority measures to be evaluated. It is proposed that, in cooperation with the Member States, a Community framework for the development and operation of national control systems will be developed. This would take account of existing best practices, and the experience of the Commission’s inspection services. It will be based on agreed criteria for the performance of these systems, and lead to clear guidelines on their operation. In support of Community-level controls, more rapid, easier-to-use, enforcement

procedures in addition to existing infringement actions will be developed. Controls on imports at the borders of the Community will be extended to cover all feed and foodstuffs, and action taken to improve co-ordination between inspection posts.

### ***Consumer Information***

If consumers are to be satisfied that the action proposed in White Paper is leading to a genuine improvement in Food Safety standards, they must be kept well informed. The Commission, together with the new European Food Authority, will promote a dialogue with consumers to encourage their involvement in the new Food Safety policy. At the same time, consumers need to be kept better informed of emerging Food Safety concerns, and of risks to certain groups from particular foods.

Consumers have the right to expect information on food quality and constituents that is helpful and clearly presented, so that informed choices can be made. Proposals on the labelling of foods, building on existing rules, will be brought forward. The importance of a balanced diet, and its impact on health, will be presented to consumers....

### ***Conclusions***

The implementation of all the measures proposed in the White Paper will enable Food Safety to be organised in a more co-ordinated and integrated manner with a view to achieving the highest possible level of health protection. Legislation will be reviewed and amended as necessary in order to make it more coherent, comprehensive and up-to-date. Enforcement of this legislation at all levels will be promoted. The Commission believes that the establishment of a new Authority, which will become the scientific point of reference for the whole Union, will contribute to a high level of consumer health protection, and consequently will help to restore and maintain consumer confidence...





